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Evaluation of the Food Stamp Employment and Training Program

Volume I: Final Report

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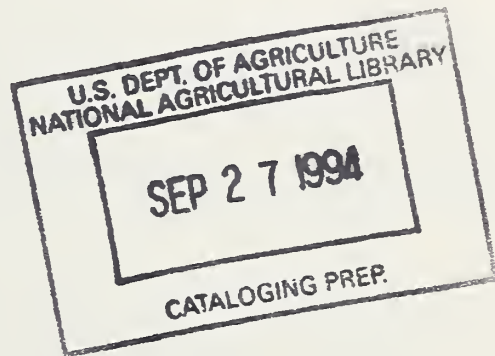
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Authors: Michael J. Puma
Nancy R. Burstein
Katie Merrell
Gary Silverstein

EVALUATION OF THE FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

FINAL REPORT: VOLUME I

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Prepared for:

Office of Analysis and Evaluation
Food and Nutrition Service/USDA
3101 Park Center Drive
Alexandria, VA 22302

Prepared by:

Abt Associates Inc.
4800 Montgomery Lane
Bethesda, MD 20814

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EXECUTIVE SUMMARY

As part of the Food Security Act of 1985, States were required to implement the Food Stamp Employment and Training (E&T) Program by April 1, 1987. E&T is the latest initiative seeking to improve food stamp recipients' ability to gain employment, increase earnings, and reduce their dependency on public assistance. This report provides findings from an evaluation designed to determine the extent to which these objectives were achieved.

THE EVALUATION STUDY

Overall Design

The evaluation of the Food Stamp E&T Program was conducted during Fiscal Year (FY) 1988, the first full year of program implementation. The evaluation was based upon a classical experimental design involving the random assignment of about 13,000 eligible participants to one of two groups -- a treatment group required to enroll in E&T and a control group excluded from participation. This design yielded unbiased estimates of the impact of E&T on participants' employment, earnings and receipt of public assistance.

This study was unique, however, in that it involved the implementation of randomized experiments in 53 separate local Food Stamp Agencies (FSAs) in 23 States. This large sample was nationally representative of the types of food stamp recipients that participated in E&T, the different areas of the country in which the Program operated, and the various modes of service-delivery that were used in FY1988. Consequently, the results are generalizable to the entire population of all participants and all operating State and local FSAs, not just those selected into the study sample.

The evaluation consisted of four components:

- o an implementation study of E&T Program operations;
- o a study of the impact of the Program on participants employment, earnings and receipt of public assistance;

- o an examination of the cost of providing E&T services; and
- o an assessment of the overall cost-effectiveness of the E&T Program, which combined the estimated impacts and costs.

Data Collection

Information was collected on each of the 13,000 study participant from four primary sources:

- o at the time of random assignment baseline data were collected on individual and household demographic characteristics, educational attainment and prior labor market experience;
- o participants were followed for a period of 12 months after entry into the study and interviewed at approximately four-month intervals to obtain detailed monthly information on work experience and earnings, receipt of educational and/or employment and training services, household composition, and sources of earned and unearned income received by all members of the participant's household;
- o for those individuals assigned to the E&T Program, caseworkers documented individual Program-related events including services received and instances of noncompliance; and
- o monthly data on food stamp benefits were obtained from State administrative records.

Additional data were also collected from State and local food stamp agencies and service providers on Program implementation and service delivery costs.

Data Analysis

The goals of the E&T evaluation required that the estimated impact of the Program be both internally valid (i.e., unbiased within the selected study sample) and generalizable to the population of all participants and administrative entities. These objectives were accomplished by the use of a unique two step process. First, multivariate regression models were used to estimate the impact of E&T on those individuals in the study sample within each of 53 local FSAs. Such models were estimated for a variety of outcome measures and for each of four quarters and the entire year after random assignment. These models produced unbiased estimates of the impact of E&T within each site controlling for baseline differences in the characteristics of the sample participants and problems encountered trying to locate individuals over time for the

followup surveys. Second, the individual site-level estimates were combined to produce national impact estimates that captured the naturally occurring variation in the Program including such dimensions as the targeted population, types of services provided, and the economic environment in which different local offices operate.

PROGRAM FUNDING AND PARTICIPATION

Program Funding

Federal funding for the E&T Program in FY1988 consists of three types of financial support:

- o A 100 percent grant allocated to States on the basis of the relative size of their caseloads.
- o A 50 percent match of additional Program service costs.
- o A 50 percent match of reimbursements to cover participants' costs of participating in E&T (e.g., transportation) up to a maximum of \$25 per person per month. (Subsequent provisions have added child care support up to a maximum of \$160 per month.)

In the first two full years of operation (FY1988 and FY1989) total reported expenditures remained constant at about \$150 million per year. At the same time, participation increased by 20 percent to about 1.2 million individuals in FY1989. On a per participant basis E&T is one of the least expensive Federal employment and training programs.

Participation

E&T participants¹ in FY1988 (the year of this study) were predominantly between 22 and 40 years of age (the average age was 32 years). However, about one in six were under 22 years, and about one in four were over 40 years of age. E&T participants were also most likely to be male (56 percent), and never to have

¹ For the purposes of this study, E&T participants were defined as all individuals required to participate in the E&T Program, whether or not they actually received any services. This included all food stamp recipients between the ages of 17 and 59 who were not exempted by their respective food stamp agencies.

been married (50 percent). More than half were minorities.

Almost six out of ten E&T participants were living alone, and almost 70 percent of these individuals were male. Individuals in multiple adult households made up another 20 percent of all E&T participants; only about one-fourth were living in households with children.

Almost two-thirds of E&T participants had reported annual incomes of less than \$3,000 in the year before certification; about 80 percent had incomes less than \$6,000. Most were well below the established poverty level with almost three-quarters falling under 75 percent of the official OMB poverty line.

For the most part, the E&T participants were poorly educated. About half never completed their high school education. They were also generally not well attached to the labor market. About one-third had no previous work experience, and almost one-quarter had worked before but not in the 12 months preceding their current certification for food stamps.

Finally, most E&T participants received food stamps for a short time, on average about seven months.

PROGRAM IMPLEMENTATION

The E&T Process

The E&T process typically began at the time of a household's application or recertification for food stamp benefits with the referral of all work registrants to the employment and training unit. In about ten percent of local FSAs applicants were required to begin E&T participation by meeting a job search requirement before they received any food stamp benefits.

Next, work registrants were screened for two types of exemptions from E&T participation. The first, categorical exemptions, were used for certain categories of work registrants such as persons residing in geographic areas where service was impractical, seasonal workers, individuals who had been temporarily laid-off, and those certified for food stamps for less than 30 days. The second type, individual exemptions, excluded certain individuals unable to participate in E&T for reasons such as medical problems or disabilities, transportation difficulties, or child care responsibilities.

Once screening was completed, the next step was assignment to an allowable E&T component. Services included one or more of the following:

- o Job Search, a relatively low-cost short-term intervention targeted at the majority of work registrants and intended to shorten the time required for recipients to find employment. Participants were usually required to make a specified number of job contacts in a given time period (typically 24 job contacts in eight weeks) and report those job contacts to the local FSA.
- o Job Search Training, another relatively low-cost short-term intervention, in which participants were taught techniques for successful job-hunting. Some States used such training for those participants who had already engaged in a period of unsuccessful job search.
- o Workfare and Work Experience, both of which were relatively long-term but low-cost interventions designed for individuals needing additional remediation. In workfare, participants worked off their food stamp benefits at a predetermined wage (usually the minimum wage) at a public sector work site. Work experience typically involved paid employment (often at a public sector worksite) for a fixed period of time to help the participants acquire both generic and specific work skills.
- o Education and Vocational Skills Training which are both long-term and relatively expensive services designed to overcome greater barriers to employment.

Three assignment approaches were typically used by local FSAs: assignment to a mandatory period of job search as a test of job-readiness; staff assessment and assignment; and participant choice among a set of available options. Nationally, most E&T participants were first assigned to a period of mandatory job search.

Participant monitoring was used to: provide staff with an opportunity to reassign those participants who had been inappropriately referred to a particular component; assure the accurate and timely flow of information between employment and income maintenance caseworkers; and identify instances of noncompliance with E&T requirements. Individuals determined noncompliant were required to be notified within ten days and given an opportunity to provide a good cause for their failure to comply. If

this was not done, caseworkers were expected to initiate sanction procedures which could have resulted in the individual's subsequent ineligibility for food stamp benefits; if the individual was the head of a household, the entire household became ineligible. This period of ineligibility continued for two months, or until the individual complied with the E&T requirements, left the household, or was determined exempt.

E&T Services

In FY1988, most participants who were assigned to an E&T service component (i.e., excluding those determined exempt or who failed to show for their first meeting with a caseworker) were placed in relatively low cost services -- 51 percent were assigned to job search and 27 percent to job search training. Only about 16 percent were assigned to an educational program and six percent to workfare or work experience.

Participant Expenses

As required by the enabling legislation, States must reimburse E&T Program participants for their training-related expenses. Participants can either be reimbursed for their actual expenses, or receive a standard allowance that reasonably reflects their likely expenses. Among all E&T participants assigned to a service component in FY1988, total participant reimbursements averaged about \$35; about eight percent of participants received total reimbursements of between \$50 and \$150 and about three percent had reimbursements in excess of \$150. About four out of ten local FSAs also provided participants with in-kind support including child care services, transportation assistance (e.g., reduced public transportation fare systems), or other aid such as counseling and referral services. Typically, these additional services were not financed by E&T Program funds, but represented the use of other available resources such as Title XX funds or special local funds set aside for use by work and welfare programs.

Service Integration

To gain organizational efficiencies and expedite program start-up, almost three-quarters of local FSAs used existing agencies to provide services to their E&T participants. Such service integration involved either formal contractual arrangements to buy slots for food stamp recipients or informal arrangements involving the referral of E&T participants to the service provider agency.

The most commonly used external provider was the local Job Training Partnership Act (JTPA) agency, used by about three-quarters of local FSAs. Because JTPA is required to serve economically disadvantaged persons as part of its ongoing

operations, many local FSAs simply referred interested E&T participants to JTPA programs. Others contracted formally with the local JTPA agency for the provision of various services, including traditional vocational skills training, adult basic education, vocational assessments and work experience. Similarly, about two-thirds of the local FSAs used State Employment Service Agencies (SESAs) as a source of referrals for mainstream services, typically individual job search. Education agencies and community colleges (used by two-thirds of local FSAs) typically provided adult basic education and General Educational Development (G.E.D.) diploma classes, and in some instances literacy training and vocational education services. Finally, local FSAs also developed relationships with private non-profit and for-profit organizations. For example, almost one-third of local FSAs used a private contractor to provide E&T services, and almost four out of ten had a relationship with local community-based organizations including the local Salvation Army, YMCA, Goodwill, literacy council, and other private, non-profit public interest and social welfare organizations.

Staffing Patterns

The majority of local FSA staff time devoted to E&T was spent ensuring that participants fulfilled their Program obligations. Almost 40 percent of staff time was used to identify noncompliant E&T participants and/or implement sanctions. An additional 18 percent of staff time was devoted to case management activities that included monitoring participants' progress in mandatory job search components, overseeing and recording E&T activities, and processing participant reimbursement expenses. Assessments and direct provision of E&T services accounted for 13 and five percent respectively.

Staff in external provider agencies, on the other hand, devoted the largest share of their time (40 percent) to assessments and direct service provision. However, case management and identification of noncompliance still accounted for about one-third of staff time spent on E&T.

Program Changes

E&T is an evolving Program. A majority of States (all but six) expanded the availability of the E&T Program to more areas of their respective States between FY1988 and FY1989. In fact, the number of States planning complete statewide coverage increased from 18 in FY1988 to 26 in FY1989. States have also made modest changes in the types of services offered to participants. The largest changes occurred with respect to work experience and vocational education, each dropped by about one-third of the States originally

offering these components. Because a number of States also added these components in FY1989, this may reflect a process of experimentation with available options during the early period of initial implementation. Rather than adopting rigid approaches to serving food stamp recipients, States appear to be willing to try different ways to help them obtain employment.

RECEIPT OF EMPLOYMENT AND TRAINING SERVICES

Participants eligible for E&T are difficult to serve. Even after repeated attempts by the FSAs, slightly less than one-half of eligible persons received any employment services. Many were exempted from E&T by the State agency, some never advanced beyond the assessment interview, and others never appeared for their initial meeting with an E&T caseworker. This participation rate, however, compares favorably with those of similar programs. Males living alone, representing the largest single group of E&T participants, were the least likely to comply with the Program's requirements.

In the absence of E&T, substantial numbers of eligible participants were able to find employment and training services on their own. The number of E&T participants receiving any services was only 12 percentage points greater than that in the control group (43 vs. 31 percent).

Those E&T participants who actually started a service component were primarily placed in low intensity services. Four out of five were involved in either individual job search or job search training; only about 20 percent (10 percent overall) entered a more intensive program such as an educational component or work experience. The services received by control group members (i.e., what would have been received by E&T participants in the absence of the Program) were not much different.

PROGRAM IMPACTS

Employment

Overall, E&T participants in FY1988 made substantial gains in employment during the 12 months after certification for food stamps -- the percent employed increased by a full 23 percentage points. Large gains were also observed for different types of participants, especially individuals in households with children (in excess of 30 percentage points for males), those with prior work

experience, and those under the age of 30. Even the smallest observed gains (e.g., nonwhite single males) were about 20 percentage points over the 12-month period.

Individuals under the age of 30 and those with prior work experience were most likely to be employed at year's end and to have worked the most during the year. Single females did better than single males, but in multi-person households, male participants' employment rates exceeded those of females. The least employed groups over the followup period were those lacking prior job experience, especially single males. In fact, single males without prior work experience have the lowest outcome of any group -- only about 15 percent were employed at the end of the year, and their total employment for the year averaged only about 40 days.

The extent to which E&T participation had an effect on employment, however, must be derived from a comparison of outcomes for individuals randomly assigned to either the treatment or control group. The results of this comparison indicated that being subject to the requirements of E&T in FY1988 had no discernable effect on participants' aggregate earnings, probability of finding work, amount of time worked, or average wages. E&T participants as a group increased their employment and earnings during the 12 months after certification, but the impact analyses show that this would have occurred in the absence of the E&T Program. By the end of the first year after random assignment, over 50 percent of the E&T participants had some employment during the year, but this gain was no different from that observed for the control group.

An examination of the impact of E&T on total annual earnings for different subgroups of participants also failed to uncover any significant effects. Similarly, although the estimated impacts exhibited wide variation from site to site a separate analysis failed to find any significant relationships between available measures of local agency program operations and labor market characteristics and the size and direction of the estimated earnings effects.

Public Assistance

E&T households in FY1988 received food stamps for an average of 7.3 months, with nearly 34 percent receiving food stamps for the entire year. For those with a termination during the year, an average of 3.2 months elapsed before the first termination. Across all participant households, benefits averaged \$115 in the months

they were received.

Among different types of participants, the following general patterns were observed:

- o Single males had fewer months of benefit receipt and smaller average benefits and were less likely to receive benefits for a complete year than single females.
- o Individuals with prior work experience had fewer months of benefit receipt, shorter spells of receipt and lower average benefits and were less likely to receive benefits for 12 months than those without work experience.
- o Individuals under the age of 30 also had fewer months of benefit receipt, shorter spells of receipt and lower average benefits and were less likely to receive benefits for 12 months than those over the age of 30.

Comparing outcomes for treatment and control group members indicated that E&T participation reduced food stamp benefits by an average of about \$65 over the first year following certification for benefits. (This amount represented about six percent of the average total annual food stamp benefits paid to E&T households.) This effect came primarily in the second and third quarters after random assignment during which average benefits were about \$23 lower in each quarter than they would have been in the absence of E&T.

In addition to food stamp benefits, E&T participants received an average of \$867 in cash assistance over the 12 month study period. However, there was no significant effect of E&T on either the proportion of participants receiving cash assistance or on the level of their benefits.

The estimated reduction in food stamp benefits attributable to E&T participation was not the result of an overall reduction in the proportion of households receiving benefits. Rather, the observed effect was due to the accumulation of small monthly differences in the length of time spent receiving benefits and the amount of those benefits. In general, individuals assigned to the treatment group received slightly smaller benefits per month and spent slightly less time receiving benefits. These small average differences per month probably reflected Program effects on a relatively small group of

participants who either voluntarily left the Food Stamp Program sooner than they would have otherwise, or had their benefits administratively reduced or terminated for noncompliance.

Analyses of impacts for participant subgroups, as with employment, failed to find significant effects for particular categories of individuals. Similarly, despite substantial site-to-site variation, no significant relationships were found between the size and direction of the E&T impacts and a variety of local FSA program and environmental characteristics.

PROGRAM COSTS

The cost of the E&T Program in FY1988 was quite modest, averaging only about \$135 per participant. Nevertheless, because of the Program's limited impact on participants employment and receipt of public assistance, E&T was not found to be cost-effective for an individual's first year of participation, nor is it likely to be cost-effective in its FY1988 form in the long run. It appears, therefore, that substantial changes would be required for the E&T Program to yield a net benefit to either participants or taxpayers. The reason is evidently that the E&T population consisted of some individuals who would have obtained employment and left the food stamp rolls by themselves, and others who had barriers to employment that could not be overcome by the types of services provided through E&T. What these barriers were can only be speculated: presumably some combination of lack of motivation, lack of skills, and lack of opportunities. As it currently stands, the E&T Program has real administrative costs that are not offset by changes in participants' employment or welfare dependency.

CONCLUSIONS

The story told by these findings begins with the types of individuals who participated in the E&T Program in FY1988. Nearly 70 percent did not have children (removing this barrier to finding employment), and about half were single, highly mobile adults living alone. Most received no public assistance other than food stamps. For the most part then, these were individuals who needed to work -- food stamp benefits are not intended to meet total subsistence needs. It would, therefore, be expected that most of the E&T participants would be looking for work (whether or not they were

successful) in the absence of E&T requirements.

Next, it is apparent that large numbers of E&T participants did not engage in employment or training services in FY1988. As currently structured, beyond imposing the obligation to meet the requirements of E&T the program failed to provide any actual services to about half of those deemed eligible to participate. For the most part, the services received by E&T participants consisted primarily of referral to individual job search. In the absence of E&T, many of the individuals currently targeted by the Program were able to obtain similar referrals on their own.

It is not surprising, therefore, that E&T was found to have no effect on participants' employment and earnings, and only a relatively small effect on average food stamp benefits. One would like to know, however, what would have happened if the Program had been structured differently. That is, would the outcomes have been different if the requirements were strengthened (e.g., pushing more clients into services and/or tightening the use of sanctions for noncompliance)? Would a wider use of more intensive services have altered the results for participants? Or are the outcomes an inevitable result of the types of individuals targeted for participation?

Because this study examined the E&T Program as it operated during its first year of full-scale implementation in FY1988, it is not possible to determine, with any confidence, how the results would have changed under a different Program configuration. This would have required randomly assigning participants to different types of E&T services. As currently operating, FSA decisions regarding the nature of the services offered are tied up with the choices made about the types of clients to serve.

Although the data from this study do not permit conclusions about specific changes that should be made to make E&T more effective, the results certainly indicate a need for some changes. In general, there are two possible areas that could be considered for improvement:

- o Increasing the strength of the mandatory E&T requirement. This can be accomplished by improved monitoring of participants' compliance, stricter application of sanctions (i.e., reducing opportunities to avoid administrative penalties), and an increase in the speed with which sanctions are implemented.

- o Increased emphasis on targeting and service delivery. Such changes might include improved screening to place individuals in service programs best suited to their needs and motivation, administrative procedures to ensure that they follow through with their requirements, and increased use of more intensive services for those likely to benefit from them.

In its first full year of operation the Program was not meeting its intended objectives of increasing participants' employment and earnings and decreasing their dependence on public assistance. Substantial revision of the Program would be required to change this assessment of its effectiveness. In response to the Hunger Prevention Act of 1988, States are making modifications to the current E&T Program, however, the effect of these revisions is unknown at this time.

GLOSSARY

AFDC	Aid to Families with Dependent Children
AFDC-U	Aid to Families with Dependent Children- Unemployed parent option
BIF	Baseline Information Form
CETA	Comprehensive Employment and Training Act
CPHF	Client Participation History Form
CWEP	Community Work Experience Program
CWTP	Community Work and Training Program
DOL	Department of Labor
E&T	Food Stamp Employment and Training Program
EOPP	Employment Opportunity Pilot Project
ETU	Employment and Training Unit
FNS	Food and Nutrition Service
FSA	Food Stamp Agency
FSP	Food Stamp Program
FY	Fiscal Year
GA	General Assistance
GAO	General Accounting Office
GED	General Educational Development diploma
IM	Income Maintenance (or eligibility) worker
IMU	Income Maintenance Unit
JTPA	Job Training Partnership Act
MDTA	Manpower Development Training Act
MDRC	Manpower Development Research Corporation
MOST	More Opportunities for Self Sufficiency
NOAA	Notice Of Adverse Action
OBRA	Omnibus Budget Reconciliation Act
OMB	Office of Management and Budget
POI	Program Operations Inventory
SESA	State Employment Service Agency
USDA	U.S. Department of Agriculture
WETP	Work Experience and Training Program
WIN	Work Incentive program
YMCA	Young Men's Christian Association

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I THE FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

The Food Stamp Program (FSP), administered by the Food and Nutrition Service (FNS) of the U.S. Department of Agriculture (USDA), is a central component of the Nation's overall policy to provide assistance to low-income households. With annual outlays currently in excess of \$15 billion, the program serves nearly 20 million individuals each month. The program provides the only form of assistance available nationwide to economically disadvantaged persons without imposing other categorical eligibility criteria, such as whether households contain children or elderly or disabled members.

As part of the Food Security Act of 1985 (P.L. 99-198), Congress required that all States implement an Employment and Training (E&T) Program for certain food stamp recipients by April 1, 1987. This requirement, which replaced the food stamp job search contracts as the major FSP work-related activity, was intended to help able-bodied recipients obtain paid employment and decrease their dependence on the Food Stamp Program. A major emphasis of this legislation was that States be given maximum flexibility in designing programs that best fit their individual needs.

In addition to mandating the implementation of the E&T Program, the 1985 Act also required that FNS conduct an evaluation to:

- o describe the E&T Program services operated by the States;
- o assess the implementation of E&T and its effectiveness in providing employment assistance to participants;
- o measure changes in food stamp recipients' employment and earnings which result from the Program; and
- o assess the costs and estimate the cost-effectiveness of the E&T Program.

This report presents the results of the national Evaluation of the Food Stamp Employment and Training Program. This chapter

contains a brief discussion of the policy context in which the E&T Program has developed. It is followed by a history of work requirements in the FSP, and finally a review of the new legislation and accompanying regulatory requirements.

NATIONAL WELFARE POLICY -- A NEW EMERGING CONSENSUS

In the last decade, welfare reform has again found its way into the headlines and has been the subject of frequent and intense policy debate. Out of this debate has come a new consensus on two principles (Gueron 1990):

- o Welfare can provide incentives that trap people in long-term dependency on public assistance. The role of public assistance should be to help people who find themselves in difficult circumstances without promoting a "culture of poverty."
- o A mutual contract obligation exists between welfare recipients and government. Most people in our society must work to support themselves and their families, but welfare recipients have an alternative. Recipients should, therefore, be required to try to find gainful employment in return for the benefit of public assistance.

The main public policy problem is how to meet two, often conflicting, objectives -- to encourage self-support and to reduce poverty. Providing greater levels of public assistance may simply provide increased incentives against self-support as recipients eschew work for the freedom of welfare.

Opinions on the causes of poverty, and the associated dependency on public assistance, have covered a broad spectrum. On the one hand, it has been argued (Wacquant and Wilson, 1989) that welfare dependency is attributable to various structural problems including too few suitable jobs, inadequate pay and working conditions, an education system unable to provide needed skills and training, day care and transportation problems, and the lack of adequate health insurance from available jobs. On the other hand, others argue (Mead, 1986) that certain groups of people are disproportionately inclined to undertake dysfunctional behaviors (non-work, teenage pregnancy, school dropout) that lead to poverty and dependency on society.

Welfare policy in the United States has its roots in the post-Depression era with the passage of Aid to Families with Dependent Children (AFDC) in 1935. As part of the same legislation that created the Social Security system, AFDC was intended to provide short-term assistance for widows with children. This legislation was based on the assumption that society should provide the financial support that the father would have otherwise provided (albeit at a minimal level) until the mother remarried or completed her traditional role of caregiver to her children. As long as such assistance was viewed by the public as not providing money to able-bodied adults, welfare was seen as necessary for those who found themselves in need because of events beyond their control (e.g., the death of a spouse).

This view, however, began to change during subsequent decades as a result of two profound societal changes that have undercut the original basis for the creation of AFDC. Single-parent families have rapidly proliferated for reasons other than death of a spouse, and women have entered the labor market in large numbers, many from two-earner families with young children. In an era when most married women with children are working, and many single mothers are working to support their families without the benefit of public assistance, society is becoming less willing to support women for an extended period devoted exclusively to child-rearing. In addition, during the 1960s and early 1970s, welfare rolls began to increase rapidly, and a new class of welfare recipients began to dominate the caseload -- unmarried single mothers who often spent long periods of time on assistance. As Ellwood (1986) has shown, one-fourth of welfare recipients stay on welfare for at least ten years and account for over half of all welfare spending.

As a consequence of such changes, the assumption underlying welfare policy today is that public assistance should provide support for a relatively brief period of time that ends when the individual is securely established in employment, except for those too old or infirm to work. The role of public assistance should be to help them overcome temporary difficulties, and also to facilitate entry into mainstream work-oriented American society. Consequently, recipients have an obligation to gain employment in return for the receipt of public assistance. If nothing else, Charles Murray (1984) demonstrated to many that the poverty programs of the Great Society failed to improve the conditions of the poor, and argued quite forcefully for the adoption of new approaches to welfare support that placed a greater responsibility on recipients.

Attempts to help welfare recipients gain independence through employment have, however, been caught in the dilemma of "...how much emphasis to place on carrots and how much on sticks" (Reischauer, 1989). Initiatives in the first category focused on the enhancement of financial incentives for work, and the facilitation of these incentives through the provision of supporting services, such as child care for mothers with young children. Those in the second category emphasized obligatory work and work-related activities, again with the provision of supporting services to facilitate the process of transition into the labor force. The initial 1967 Work Incentive (WIN) program was of the first type. The tax on earnings was altered to provide greater incentives to work, and a program of training, social services, and counseling was provided to facilitate entry into the labor force. At first, the program was primarily voluntary (except for men in the few States providing assistance to intact families), but later changed to a mandatory program for women with children over the age of six. In the early 1980s, with the implementation of the WIN-demonstrations, the program became more obligation-oriented and States were allowed to experiment with a variety of new approaches, including "workfare" which required recipients to work at public service jobs in return for their benefits.

Most recently, the Family Support Act of 1988 has moved even farther in the direction of a work-obligation. It requires AFDC mothers to register for a job training and placement program when their children are all three or older, and makes most men on welfare join work programs as a condition of getting assistance. It is the intent that such obligations will:

- o change attitudes toward work and self support by imposing a requirement to work or participate in work-related activity similar to the general public;
- o increase the self-confidence of recipients and give them greater dignity;
- o improve the employability of welfare recipients by instilling a greater sense of responsibility and developing their skills; and,
- o reduce welfare costs by either decreasing the need for assistance through increased employment and/or earnings or deterrence (i.e., imposing sanctions for non-compliance).

Such requirements are also intended to increase public support for welfare programs.

WORK REQUIREMENTS IN THE FOOD STAMP PROGRAM

The Food Stamp E&T Program is a major part of this new focus on the importance of work requirements for recipients of public assistance. E&T does not, however, represent the first time that work requirements have been imposed on food stamp recipients. In fact, the requirement that able-bodied participants accept suitable jobs¹ as a condition for receiving benefits has been a standard requirement of the FSP since 1971. This initial requirement covered all able-bodied adults, ages 18 to 65, except household members caring for dependent children under 18 or incapacitated adults, students enrolled at least half time in school or training programs, and persons working at least 30 hours per week. Nonexempt recipients had to comply with the requirements or face the penalty of having their entire household removed from the food stamp rolls.

Subsequent legislative and regulatory changes modified this initial work requirement in two general ways. First, exemptions were expanded to target those most able to find employment by exempting individuals over age 59, individuals with various types of health or language problems and those residing in remote areas. Second, the work requirements were strengthened in a number of important ways:

- o dependent care exemptions were limited to individuals caring for children under age six;
- o mandatory work registrants were required to contact up to 24 prospective employers during an eight-week period;

¹ Employment was defined as unsuitable if wages were below Federal or State minimums, if union membership or nonmembership was a condition of employment, if the work was offered at a site of a strike or lockout, if the employment was not within a reasonable distance of the individual's residence, or if the employment was not within the individual's major field of experience (unless, after a reasonable period of time, such work was clearly unavailable).

- o work registrants failing to comply with these requirements caused their entire household to lose food stamp benefits for a period of two months; and
- o the definition of suitable employment was changed to cover a wider range of jobs -- individuals had to accept jobs outside their major field of experience.

These legislative and regulatory changes were based on somewhat mixed evidence regarding the efficacy of employment and training programs for economically disadvantaged individuals. On the one hand, as discussed in Chapter Two, 20 years of accumulated research findings indicated that employment and training programs are both feasible to implement, and, at least for women, able to achieve modest but significant increases in participants' employment and earnings and decreases in public assistance. In particular, there was research evidence suggesting that some types of interventions, such as job-finding clubs, might increase the employment of food stamp recipients. On the other hand, several studies, including one conducted in 1978 by the General Accounting Office (GAO), indicated that FSP work requirements, and those in other welfare programs, had been ineffective.

As a consequence, from 1979 to 1983 two demonstration studies were conducted to test alternative work strategies for able-bodied food stamp recipients. The first, mandated by Congress in the Food Stamp Act of 1977, evaluated the use of unpaid community work experience (commonly referred to as workfare) in which food stamp recipients were required to perform work in exchange for their benefits. These pilot projects, initiated in 14 sites in 1979, consisted of three elements: an initial period of job search for 30 days; a period of public service work in exchange for benefits; and the continued search for unsubsidized jobs. The results of an evaluation of these demonstration projects found decreased food stamp benefits and increased earnings for female participants; male participants actually suffered a decrease in earnings. Because of certain methodological problems, however, these findings are somewhat questionable.

The second initiative was the Food Stamp Work Registration and Job Search Demonstrations begun in 1979 at the request of the Office of Management and Budget (OMB). Involving approximately 44,000 food stamp applicants and recipients at 18 different sites, the demonstrations took place in two stages. The

initial stage, from October 1981 to March 1983, involved eleven sites and four alternative job search models -- in-person registration for work at the State Employment Service Agency (SESA), a job club to help individuals find employment, a combination of in-person work registration and a job club, and job search run by the local Food Stamp Agency (FSA).

Initially, this demonstration project was operated jointly by the Departments of Agriculture and Labor (DOL). During the early stages, however, DOL withdrew from its administrative role (i.e., operating the SESA programs) leaving USDA to contract directly with State FSAs for job services (State FSAs then subcontracted with the SESAs). As a result, USDA decided to further test the capacity of local FSAs to administer the work requirements themselves by expanding the demonstration to test four additional approaches, all administered by FSAs, in seven additional sites -- requiring applicants to make a specified number of job contacts prior to certification, job skills training combined with eight weeks of job search, job clubs, and job clubs combined with workfare.

An evaluation of the various demonstration projects (Lerman et al, 1986), reported a number of key findings:

- o FSAs were able to implement the various employment and training models with only few deviations. It was determined, however, that implementation would be improved if States were given the flexibility to tailor their work registration and job search requirements and procedures to their individual labor markets, caseloads, and client characteristics.
- o Job search was found to increase the employment and earnings of participants and reduce their food stamp payments; for all but one model, benefits exceeded operating costs.
- o By placing greater emphasis on the speed and rigor with which work registrants were identified, entered into job search, and sanctioned for noncompliance, FSAs could achieve significant participant effects and cost savings.

In large part, these findings served as the basis for the development of the new E&T Program. By 1986, 38 States, Guam, and the U.S. Virgin Islands operated FSP job search programs, although these services were available statewide in only 9 States. In addition to job search training, some States offered other services, including on-

the-job-training, classroom-based vocational education, and workfare programs.

LEGISLATIVE AND REGULATORY REQUIREMENTS OF THE E&T PROGRAM

Under the 1985 Act, States were given the flexibility of designing and operating the E&T Program in a manner best suited to their unique situations. How States chose to respond to this mandate involved a number of important decisions that had to be made within the constraints of the regulations issued by FNS.

The first reality confronting State and local administrators was the availability of funds for the implementation of the E&T Program, and the requirement that States meet certain performance standards to be established by FNS. Initially, a total of \$50 million was allocated to the States for Fiscal Year (FY) 1987. These funds were increased to \$60 million for FY1988, and \$75 million each in FY1989 and FY1990. Each State's share of these funds is proportional to its respective FSP caseload, and is not subject to a State matching requirement. State funds spent in excess of the basic grant are matched dollar-for-dollar, but FNS must approve proposed budgets before States can incur expenses. Finally, States are required to reimburse participants for transportation and other program-related expenses up to \$25 per month with FNS paying half the cost of these reimbursements (reimbursements that exceed \$25 are not matched)².

Within these funding limits, States were required to meet specific performance standards. Thirty five percent of mandatory participants had to be placed in a service component (or be sanctioned for a failure to comply) in FY1989; this requirement

² The Hunger Prevention Act of 1988 mandated that effective July 1, 1990 State Food Stamp Agencies reimburse E&T participants up to \$160 per dependent per month for dependent care expenses incurred as a result of E&T participation. The Federal government and States share equally in the cost of providing these reimbursements. Disbursements of these funds, however, had not taken place during the period of this evaluation.

increased to 50 percent for FY1990 and thereafter³. During FY1988, the year in which this evaluation was conducted, States were not required to meet specific performance standards.

As a result, the first decision that States had to confront was whether to serve large numbers of recipients by spreading the available funds over a broad segment of their work registrant population, or to provide more intensive services to a smaller subset of the eligible pool. As noted above, the Work Registration and Job Search Demonstrations found that short-term job search programs could be cost effective because they speed up the return to employment for many work registrants, most of whom would only spend a short period of time on the food stamp rolls anyway. But, other research findings from studies of AFDC employment programs (Gueron, 1990), also indicated that more intensive services could be effective particularly for those individuals with the greatest barriers to employment.

The next decision confronting States was related to the types of services to offer E&T participants. Under the 1985 Act, States were required to encourage and facilitate the efforts of food stamp recipients to find employment, and for those needing the help, to provide the means for them to gain the skills, training, or work experience necessary to obtain regular employment. These goals were to be met through the use of one or more of the following service components:

- o Job Search which is a relatively low-cost short-term intervention targeted at the majority of work registrants and intended to shorten the time required for recipients to find employment. Participants are usually required to make a specified number of job contacts in a given time period (typically 24 job contacts in eight weeks), and report those job contacts to the local FSA as part of a monitoring visit.
- o Job Search Training, another relatively low-cost short-term intervention, in which participants learn techniques for successful

³ FNS can adjust performance requirements if a State can demonstrate that the service component it plans to offer, or the type and proportion of participants it plans to serve, will require a significantly higher level of effort than that required by FNS regulations.

job-hunting. Some States use such training for those participants who have engaged in a period of unsuccessful job search.

- o Workfare and Work Experience, both of which are relatively long-term but low-cost interventions designed for individuals needing additional remediation. In workfare, participants work off their food stamp benefits at a predetermined wage (usually the minimum wage) at a public sector work site. Work experience typically involves paid employment (often at a public sector worksite) for a fixed period of time in order to help the participant to acquire both generic and specific work skills.
- o Education and Vocational Skills Training which are both long-term and relatively expensive services designed to overcome greater barriers to employment. States are also allowed to offer such services, provided that such activities directly enhance the employability of participants.

Because of the limited funds available and the need to meet statewide performance standards, program managers had to decide which of the allowable services to provide, and who among the work registrant population should receive which types of services. States could, however, provide more intensive services to those needing such help by forging linkages between the E&T Program and other service delivery systems including programs funded under the Job Training Partnership Act (JTPA), the Carl Perkins Vocational Education Act, adult basic education programs available through local community schools, SESA employment programs, and other State employment programs for recipients of public assistance.

The third and final decision area involved choosing who should participate in the E&T Program. Under the 1985 Act, States faced two types of targeting decisions. First, States were afforded some flexibility in defining the types of food stamp recipients that must participate in E&T. Although work registration rules were still in force, States had discretion in defining who from the pool of work registrants would be mandatory E&T participants. States could exempt registrants from E&T participation on the basis of categorical exemptions, such as poor labor market conditions in a given geographic area, or on the basis of individual problems, such as difficulties with transportation or child care arrangements. Second, States could also decide whether to include volunteers in their E&T Program. As with the decision regarding which types of

services to offer, the choice of who to serve involved a difficult tradeoff between the cost of serving different kinds of food stamp participants, and the expected payoffs in terms of increased employment and decreased public assistance expenditures. For example, high unemployment rates or few available jobs may pose such barriers to employment that even the most effective programs will fail to produce meaningful gains for program participants in some geographic areas.

Clearly, implementing the E&T Program was a complex undertaking involving the Federal government and State and local FSAs. To help with this process, FNS provided several mechanisms for technical assistance. Three publications were distributed offering guidance on how to design and operate employment and training programs for food stamp recipients. In addition, FNS staff provided assistance to State FSAs during their initial planning stages. This included help with the preparation of State plans and regional training meetings to which State staff were invited to discuss the new regulations.

CONTENTS OF THIS REPORT

The evaluation of the E&T Program was designed to meet several objectives. It was also developed to meet the informational needs of different parties including, Congress, FNS, and States and localities interested in finding ways to plan future modifications to their programs. To respond to these different objectives and needs for information, the evaluation study consisted of four components:

- o **Implementation Study.** This portion of the study documented the operation of the E&T Program in FY1988, its first full year of implementation, including: a description of the administrative arrangements planned by States; information on State expenditures and levels of participation; detailed descriptive data about the types of services actually offered; and data on selected demographic, educational, and employment characteristics of eligible E&T Program participants. (These data were previously presented in a 1988 interim report (Puma et al. 1988)).
- o **Impact Study.** This part of the evaluation assessed the effectiveness of the E&T Program in increasing participants'

employment and earnings, and decreasing their dependence on food stamps and other public assistance benefits.

- o Cost Study. This component developed two types of estimates of the cost of the E&T Program: accounted costs, which refer to the Federal and State food stamp funds used to support E&T Program functions; and resource costs, which refer to the actual costs of services received by E&T Program participants, regardless of the source of the funds used. It was necessary to measure both types because accounted costs frequently fail to reflect the full costs of a program.
- o Cost-Effectiveness Study. This last study component combined the results of the impact and cost study to determine whether the E&T Program is cost-beneficial -- that is, whether there is a positive return on Program expenditures, and if so, its magnitude.

The remainder of this report presents the results of all four components of the national evaluation of the Food Stamp E&T Program. The report consists of nine chapters. Chapter Two provides a brief review of the relevant research on the effects of employment and training programs for economically disadvantaged individuals. Chapter Three presents the results of the Implementation Study including State and local FSAs administrative procedures and arrangements, and the characteristics of the types of individuals selected to participate in the E&T Program in FY1988. Chapters Four and Five are methodological in nature -- Chapter Four describes the design and implementation of the evaluation study, while Chapter Five focuses on the techniques used to estimate the effect of E&T on participants. Chapter Six describes the receipt of employment and training services by E&T participants, and compares these experiences with those of a comparable group who were not assigned to E&T. Chapters Seven and Eight present the results of the Impact Study -- Chapter Seven examines the impact of the E&T Program on employment and earnings, while Chapter Eight examines the impact of E&T on the receipt of public assistance benefits. Finally, Chapter Nine focuses on the Cost and Cost-Effectiveness Studies including a description of the cost of operating the E&T Program and an examination of the Program's cost effectiveness by comparing the magnitude of the estimated costs and benefits. A separate volume provides appendices including technical details about the study, as well as copies of all data collection instruments.

II REVIEW OF RESEARCH ON PREVIOUS EMPLOYMENT AND TRAINING PROGRAMS

Over the last 25 years, the Federal government has funded a variety of programs designed to improve the human capital of the Nation's labor force. In large part, these efforts have intended to increase the employment and earnings of economically disadvantaged individuals in order to increase their self-sufficiency and decrease their dependence on public assistance. This chapter reviews these past efforts to provide a context in which to view findings from the Evaluation of the Food Stamp E&T Program. However, it is important to realize two important features of the E&T Program that affect the applicability of prior research. First, only a relatively small proportion of the total adult food stamp caseload is subject to the mandatory requirements of E&T, and unlike other work and welfare programs, over half are single individuals (see Chapter Three). Furthermore, prior research (Burstein and Visser, 1989) indicates that work registrants generally spend a relatively short time on the food stamp rolls -- the median spell for work registrants is about six months, and about one in three leave the FSP within three months. Consequently, most E&T participants would probably spend relatively short periods of time receiving food stamp benefits in absence of any attempt to increase their movement into the labor market.

RESEARCH RELATED TO MANPOWER TRAINING PROGRAMS

The first major federal employment and training program, the Manpower Development and Training Act of 1962 (MDTA), was not originally intended to focus on low-income persons, but soon became part of the Great Society's war on poverty of the 1960's. The main activities of MDTA were classroom training and on-the-job training for individuals who lacked basic job skills. In 1973, the Comprehensive Employment and Training Act (CETA) consolidated MDTA along with several other smaller programs to assist economically disadvantaged persons, including welfare recipients. Most recently, CETA was replaced by the Job Training Partnership Act (JTPA) of 1982 which provides block grants to

States to fund training and related services for disadvantaged individuals, including those receiving cash assistance or food stamps.

Over the years, numerous evaluations have been conducted of these federally sponsored programs¹, but as Barnow (1987) has concluded from a careful review of the literature "...it is difficult to draw strong conclusions about how effective the CETA programs were at increasing the earnings of participants." The primary reason for the inconclusiveness is the use of nonexperimental methods to determine what would have happened to participants in the absence of the program (LaLonde, 1984; LaLonde and Maynard 1987). As a result, the estimates of the net impact of CETA are not particularly reliable. The findings are instructive, however, especially with respect to the variation in impacts found among different types of participants.

The majority of studies generally agree that CETA produced positive impacts for adult female participants in the range of \$300 to \$1,200 per year² (Bassi 1983; Bloom and McLaughlin 1984; Westat 1984). Impacts for males, however, were found to be consistently near zero and sometimes even negative (Bassi, 1983; Bloom and McLaughlin 1984; Dickinson, et al 1984; Westat 1984). Most of the gains reported for women were found to be associated with increases in the number of hours worked, rather than increases in wage rates (CBO/NCEP 1982). Finally, public service employment programs were consistently found to have the largest effect on earnings, but such initiatives were also the most costly.

There are also suggestions that the program had different effects for different types of participants. For example, different impacts

¹ An evaluation of JTPA is currently underway involving approximately 30,000 individuals in 20 sites. This study is designed to overcome most of the deficiencies of the previous CETA evaluations; however, results are not available at this time.

² Impacts reported for CETA are estimated for individuals actually entering a service component. These findings are, therefore, calculated on a different basis than those estimated for the WIN program (described later in this chapter), and those reported for this evaluation of the Food Stamp E&T Program which are computed for all individuals assigned to the treatment group regardless of whether they actually received services.

have been reported for white and non-white women, with non-white women usually displaying smaller gains (Bassi, 1983; Bloom and McLaughlin, 1982; Westat 1984). Moreover, the size of the estimated impacts vary when the types of services received are considered; Bloom and McLaughlin (1982) show largest impacts for white women receiving work experience, and for non-white women receiving classroom training. But, as noted above, the use of nonexperimental methods makes it unclear whether these differences are attributable to the effectiveness of the particular services, or to the way in which the women were selected into the different programs (i.e., the women may have had different skills and motivations). Finally, CETA training was found to be more effective for participants with previous work experience (CBO/NCEP 1982) -- average gains in annual earnings were twice as high for women who had worked in the past, similar effects were not found for men.

RESEARCH RELATED TO WORK AND WELFARE PROGRAMS

The WIN Program

AFDC was initially considered a pension for widowed mothers to enable them to maintain their role as caregiver by freeing them of the need to work when their children were very young. But this view of women as primarily homemakers changed in the ensuing years as women, including those with young children, entered the labor force in increasing numbers. As a consequence, the public grew less committed to the policy of exempting poor women from the obligation to work in order to care for their children.

This altered perspective was reflected in early Federal initiatives to promote and operate work programs for recipients of public assistance, the Community Work and Training Program (CWTP) and the Work Experience and Training Program (WETP), which were enacted as part of the 1962 amendments to the Social Security Act and Title V of the Economic Opportunity Act of 1964, respectively. These programs were largely unsuccessful primarily as a result of limited funding, and a lack of obligations or incentives to participate. This led in 1967 to the creation of the AFDC Work Incentive (WIN) program which provided increased financial incentives for work (by lowering the "tax rate" on additional earnings), and required certain recipients (those with children over age six) to enroll in a program of job training and counseling to assist their transition into the labor force. But in many States, few recipients actually did more than just register for the program, and

they were rarely obligated to do anything that would increase their employability (Burtless, 1989).

Early studies of WIN reported a higher percentage of job placements for individuals involved in intensive job skill training programs (Azrin and Kaplan, 1978), but did not measure effects on earnings or welfare benefits. The most extensive evaluation of the early WIN programs was conducted by Ketron, Inc. (1980) using a non-experimental comparison group design in 78 sites during 1974-75. Program services varied among sites and included classroom training, work experience, on-the-job training, and job placement assistance.

Although the use of a comparison group design and substantial sample attrition make the Ketron results questionable³, the findings indicate increases in earnings of \$570 in the first year after enrollment in WIN, \$520 in the second year, and \$340 in the third year. Larger gains in the first year were found for women with no previous work experience (\$920 vs. \$260), and these women continued to do better by the third year after enrollment. In spite of the modest earnings increases, however, Ketron found no effect on welfare receipt.

Men enrolled in the program were found to have initial gains in earnings that exceeded those of women (in absolute dollars) but their gains did not last. By the third year after enrollment, men were actually estimated to have incurred losses. But, unlike women, WIN did result in decreased AFDC payments for men.

According to Ketron, low-cost job search services were not effective in increasing employment and earnings unless coupled with other, more intensive, program activities. Those enrolled in on-the-job training had first year increases in earnings of \$1,800 and \$1,200 in the third year, while the low-cost job search services were found to have no effect on earnings at all, primarily because few enrollees actually received any services. As Mead (1987) has found from an analysis of State WIN administrative data, the extent to which

³ For analyses questioning the reliability of nonexperimental studies see: Dickinson, Johnson, and West 1987; LaLonde 1986; LaLonde and Maynard, 1987; Fraker and Maynard, 1987; and Job Training Longitudinal Survey Research Advisory Panel, 1985.

programs are successful is positively related to the ability of administrators to get clients to participate in the program -- if participation is low, employment gains will also be low. These results must be viewed with caution, however, because it is not clear how much of the observed differences are attributable to the actual effect of the services, and how much to the selection of more able or motivated clients to participate in the intensive service options.

An early WIN experimental program, the Louisville WIN laboratory (Wolfhagen 1983; Goldman 1981), provided a program of voluntary job search assistance consisting of three days of group training in job search techniques followed by six weeks of counselor-directed individual job search with daily monitoring. Annual program costs, over and above the regular WIN program, averaged about \$75-115 per participant for the monitored job search, and about \$195 for the skills training. Findings indicated increases for female WIN participants in employment of about five percentage points, and increases in earnings of about \$275 over a 15-month period. The incidence of welfare receipt was unaffected, but average payments decreased by about \$76 over the same 15-month period.

WIN-Demonstrations

The Omnibus Reconciliation Act (OBRA) of 1981 attempted to strengthen the initial WIN requirements by imposing stricter obligations to participate, and allowed States to experiment with a variety of new approaches to employment and training including the use of community work experience (commonly referred to as workfare) requiring recipients to perform unpaid community service in exchange for their assistance payments. By 1986, only three States had not adopted any of the new options available under OBRA 1981 (Nightingale et al., 1986). State responses varied extensively from very inexpensive options such as loosely monitored job search, to very expensive programs including classroom training and educational programs lasting a year or more. Programs also varied in terms of the individuals selected to participate -- some were broad-based mandatory programs covering most AFDC recipients, others were targeted at specific subgroups (e.g., new applicants).

The WIN demonstrations (WIN-demos) allowed States considerable flexibility to design and implement work and welfare programs that were best suited to State philosophies, objectives, funding and economic conditions. Most States, however, implemented programs combining a period of monitored job search with community work experience (the number of hours worked equalled the individuals

benefit grant divided by the minimum wage). For example, some sites assigned participants to work experience only after they completed several weeks of supervised or unsupervised job search. Others tested two models, job search assistance alone and job search assistance combined with obligatory community work experience. One site implemented an individualized training program consisting of job search assistance, classroom training, and supportive services (transportation and child care). The demonstrations also varied in terms of the selection of individuals targeted for participation and the use of sanctions for noncompliance. Not surprisingly, the annual cost of the different programs also varied extensively from a low of about \$140 to about \$1,000 per enrollee for the individualized training program (Friedlander and Gueron, 1990).

A total of 24 separate evaluations have been conducted of the various State WIN-demos with results currently available for 19 of these initiatives. Of these, the nine comprehensive studies conducted by the Manpower Demonstration Research Corporation (MDRC) are the most interpretable because of the consistent use of randomized experiments in each instance⁴.

Most of the findings from the WIN-demos indicate that average earnings for the treatment group exceeded control group earnings in all but one of the nine sites, but in only a few instances were the estimated impacts statistically significant. In general, most of the effects were small. For example, most effects on earnings were under \$100 per quarter, and only in one instance exceeded \$200 per quarter. Therefore, in no case were earnings increased by over \$800 per year. The largest and most consistently significant effects were found in one site which combined mandatory job search with workfare. Rates of employment were also generally small, never exceeding a ten percentage point difference. About half of the gains in earnings were attributable to increases in the incidence of employment, and half to increased work (both days and hours).

⁴ See Friedlander D. et al., 1985a; Friedlander, D. and B. Goldman, 1988; Goldman, B. et al., 1986; Hamilton, G. and D. Friedlander, 1989; Friedlander et al., 1987; Auspos, P., G. Cave, and D. Long 1980; Friedlander, D. et al., 1985b; Friedlander, D. 1987; Riccio, J. et al., 1986; Friedlander D. 1988; Friedlander et al., 1986; and Freedman, S., J. Bryant, and G. Cave, 1988.

The demonstration projects were successful in reducing welfare payments, but again the effects were quite modest. They generally showed differences of less than five percentage points (ranging between 3.5 and 7.7 percent) with total annual savings ranging from no effect to a high of \$550 in one site. Only the site which combined job search with workfare produced consistently significant impacts. Moreover, because the effects were concentrated in that portion of the AFDC caseload that was subjected to the work requirements (typically about one-third of the total), the total impact on welfare costs would presumably be considerably smaller than indicated by these estimates.

With regard to the effect on particular subgroups, the findings are somewhat uncertain but seem to indicate that effects are smaller for those who were least disadvantaged (Friedlander, 1988). For example, women who were first-time welfare applicants and who had recent work experience, usually did not gain from participation in the employment and training programs (i.e., the controls did as well as the treatments). In contrast, women with little or no recent work experience gained the most from participation. (The most disadvantaged -- those with long histories of welfare dependency and no prior work experience, also did not show consistent gains.)

Similar positive effects were not found for males. For example, the San Diego study (Goldman et al., 1986) separately examined the effect of the program (job search followed by unpaid work experience) for applicants to the regular AFDC program (mostly single female household heads), and applicants to the AFDC-Unemployed Parent program (AFDC-U) who were primarily males. The results indicate that for women there were significant increases in earnings of about \$161 per quarter, 18 months after enrollment and increases in employment of about 3.8 percent. Similar gains were not found for men. Neither job search alone, nor job search in combination with unpaid work experience, significantly increased male employment and earnings. These programs, however, did reduce welfare payments slightly because of sanctioning for noncompliance.

In summary, the reported gains from the WIN-demos, while often positive, are quite modest in size and unlikely to represent any significant effect on poverty or self-sufficiency. For the most part, reported gains came from increases in the time spent working, and not from increases in wages or entry into better jobs. In a comprehensive review of the effect of work programs for AFDC

recipients Porter (1990) concludes that the past efforts:

...are least effective for the most job ready. Many of the most job-ready recipients find employment on their own, even without the employment programs....The largest impact of the programs studied by MDRC, most of which offered mainly job search assistance and unpaid work experience ("workfare"), was on ...participants who had received AFDC in the past, but had been off the program for a period of time (p.ix).

Moreover, the gains were mainly found for women; the programs had little, if any, effect on men.

Special Programs

In addition to WIN and the WIN-demos, a number of special work and welfare initiatives have been tested in recent years. The first, the Employment Opportunity Pilot Project (EOPP), tested job search assistance and subsidized employment and training for adults in low-income families with children (Brown, et al 1983). Enrollees (mostly unmarried AFDC women without recent work experience) participated in 5-8 weeks of job search and, if unsuccessful at finding employment, were placed in either subsidized training or employment. Although the use of comparison sites and sampling problems make the EOPP results questionable, the findings do suggest small impacts on employment (3-4 percentage point gain), and earnings increases of about nine percent (about \$300 per year in the first two years after enrollment in the program). As in many other studies, no effect was found on welfare receipt and, in some instances, public assistance payments actually increased. The conclusion offered by the authors was that either the earnings gains were too small to affect benefits or the observed gains could have been concentrated among those clients who would have left AFDC on their own.

A second initiative, the National Supported Work Demonstration, tested a very expensive program involving 12 months of individualized work experience for AFDC clients judged particularly hard to employ (those who had spent at least three years on public assistance and who had no prior work experience). Large gains in employment and earnings were found, with employment increasing by almost nine percentage points and earnings increasing by close to 50 percent (about \$1,500 per year). But, this program was quite costly, averaging about \$10,000 per participant.

Finally, the AFDC Homemaker-Home Health Aide Demonstration focused on a special program designed to train AFDC recipients to provide health care services to home-bound functionally impaired adults. The training involved 4-8 weeks of classroom instruction, followed by one year of subsidized employment. This initiative was also very expensive, averaging about \$10,000 per enrollee, but it was found to produce significant increases in earnings (ranging from \$130 to \$1,930 per year -- Enns et al., 1986), and marked decreases in AFDC and food stamp payments (Orr, 1986). In four of the seven study States, the proportion of participants receiving food stamps decreased by five to 17 percentage points (an increase of six percentage points was actually found in one State); average monthly food stamp benefits decreased by \$5 to \$26 in five States, and increased by \$6 and \$13 in two States. With regard to AFDC benefits, average monthly grants decreased by \$13 to \$49.

Summary

Research related to the effect of work and welfare programs for AFDC mothers suggests that low-budget work programs, while capable of producing increases in employment and earnings and reductions in public assistance, generally yield results that are quite modest (Gueron, 1990). Even the most effective of the low-cost programs have little impact on certain types of recipients, primarily those who were the most and least self-sufficient (Friedlander and Long 1987, Friedlander, 1988). Finally, evidence suggests that programs that offer few services and rely heavily on sanctions for high rates of participation are likely to fail to increase participants' earnings and employment (Friedlander, et al., 1987). Reviewing past evidence, Burtless (1989) concludes that "...evidence and historical experience confirm that it is very difficult to raise substantially the earnings of disadvantaged single parents."

RESEARCH RELATED TO FOOD STAMP WORK REQUIREMENTS

Early Studies

Although food stamp work registration requirements have existed on a national basis since 1971, employment and training programs for recipients are relatively recent. The first major study of food stamp work requirements (Evans, Friedman and Hausman, 1976) found that large numbers of individuals who were subject to the work registration requirements never reported to the State Employment Service Agency (SESA), either because they were never requested to report, or they simply failed to show up when called. Overall, no significant effect was found on employment or

benefits.

Camil Associates (1979), in a study of all SESA programs, found that food stamp work registrants received very few services, particularly job referrals. The General Accounting Office (GAO) reported similar findings in a 1978 study. A majority of the work registrants failed to report to the local SESA office as required, and more importantly, less than one percent of the households studied had been terminated for noncompliance with the program requirement. The GAO concluded that the work registration requirements were viewed by local food stamp agency staff as mere paper-shuffling without any expectation of helping clients find employment. Moreover, the GAO concluded that better enforcement of the work registration requirements could have increased the employment of the food stamp work registrants.

Workfare

In 1977, Congress mandated that USDA operate 14 workfare demonstrations. (In 1981, workfare was made an option for all States.) Initially, seven local food stamp agencies participated in the first year of the project (1979-80), with a total of 14 participating in the second year. At the end of the pilot project, however, about two-thirds of the original sites discontinued workfare programs and few initiated new programs. By the end of 1985, only 19 out of almost 3,000 local food stamp agencies operated workfare programs (Center on Budget and Policy Priorities, 1986).

Seven of the workfare demonstration sites were evaluated using a matched comparison site design (Ketron, Inc. 1981) which, along with other methodological problems (the use of a short 3-month study period and the pooling of six rural sites with one very large urban site), make the results difficult to interpret. The results, however, show employment and earnings gains of \$186 for female registrants in the first quarter after enrollment in the program. In contrast, male registrants suffered a loss of \$152 in the same time period and were no more likely to be employed. First quarter savings in food stamp benefits were reported of \$31 for females, and \$17 for males. For the most part, the reported assistance savings were a result of increased earnings and sanctions for noncompliance (about 22 percent of all enrollees were sanctioned).

Program costs were quite modest, averaging about \$51 per person, but this may have been a result of the limited actual use of workfare. Although about 71 percent of the enrollees completed

the initial period of required job search, only about ten percent ever worked at an unpaid community job. Almost two-thirds of those completing the job search phase were subsequently either exempted or sanctioned for noncompliance. According to Ketron, "...workfare provides little in the way of job skills or training...its primary effect on participants (seems) to be one of persuading them to return to employment sooner than they might otherwise."

Work Registration and Job Search Demonstrations

In 1979, OMB requested that USDA and the U.S. Department of Labor (DOL) examine a series of alternative work registration and job search models on a demonstration project basis. The pilot studies were eventually implemented in two distinct stages.

In the initial demonstration, a national sample of local FSAs and SESAs operated four experimental models between October 1981 and March 1983:

- o In-person Registration Model -- all nonexempt work registrants were required to register for work in person at the SESA, and report evidence of registration to the FSA. This model, implemented in four sites, was administered by the SESA.
- o Job Club Model -- all nonexempt work registrants were called in by the SESA for an assessment of job readiness. Those determined job ready were assigned to a two- or three-week group job search assistance program. These programs, called job clubs, assisted participants in an atmosphere of peer support. Participants were instructed in how to look for a job, prepare resumes, and assess their job capacities and interests. At the end of training, participants were expected to contact a large number of prospective employers. This model, implemented in three sites, was also administered by the SESA.
- o In-person Registration/Job Club Model -- also administered by the SESA in one site, this model combined the first two models into a single program of services.
- o Food Stamp Agency Model -- involved the completion of all work registration and job search requirements at the FSA. After being determined to be a nonexempt work registrant, individuals were called in to an "employment unit" established within the FSA for assessment and job search assignment. Job ready registrants were required to make up to 24 job contacts in an 8-week period, with periodic reporting of their progress to the

employment unit. This model, implemented in three sites, was completely administered by the FSA.

This initial effort was expanded in October 1982 to include seven new sites and four new models which were completely administered by the FSA through June 1984:

- o Applicant Search Model -- required all applicants who were not exempt from work registration to complete a specified number of job contacts as a prerequisite for certification for food stamps. Job search requirements continued after certification, and were monitored by the FSA employment unit. This model was implemented in two sites.
- o Job Club Model -- required the FSA employment unit to assess all nonexempt work registrants, and assign those determined job ready to a two-, three-, or four-week job club followed by a required period of job search. This model was implemented in three sites.
- o Group Job Search Assistance Model -- involved a two-day employability skills training workshop (provided under contract by the SESA), followed by an 8-week period of job search with required bi-weekly group monitoring meetings. This model was implemented in one site.
- o Job Club/Workfare Model -- implemented in one site, this model combined a 3-week job club for job ready registrants with assignment to unpaid community work experience (workfare) for those initially unsuccessful at finding employment.

A major reason for the expansion was the withdrawal of DOL from the demonstration projects. As a result, USDA decided to expand the demonstration to test the capacity of the FSAs to take full responsibility for the administration of the pilot projects.

The two phases of the demonstration were evaluated using random assignment in each of the pilot project sites (Lerman et al., 1986). Because of the use of a rigorous experimental study design (making the results highly reliable), and the focus on food stamp work registrants, the findings from the Work Registration/Job Search Demonstrations provide the best evidence of the likely impact of the new Food Stamp E&T Program.

First, as noted above, previous studies of the work registration requirements had found very lax enforcement of the rules and requirements leading very few work registrants to receive any services at all. The results of the demonstrations found that a variety of work registration and job search procedures could be successfully implemented and that staff at local FSAs and SESAs were able to carry out the required functions of registration, assessment, job search training and monitoring, and the application of sanctions for noncompliance. For example, in the expanded demonstration sites, from 68 to 97 percent of those determined nonexempt work registrants were assessed to determine their job readiness (of those not assessed, from 62 to 86 percent were determined noncompliant). Further, of those determined job ready, about 90 percent were actually assigned to a service treatment program.

With regard to the effect of the demonstrations on increasing employment and earnings and decreasing public assistance, it is most relevant to focus on the results of the expanded demonstration, since these were operated by local FSAs similar to the operation of the current E&T Program. Moreover, it is important to examine the estimated effects by site because, as noted above, the pilot projects implemented very different types of job search requirements.

First, the sites can be grouped into two distinct types of treatment approaches -- those that imposed the job search requirements on applicants (2 sites), and those that placed most of the responsibility on the local FSAs (5 sites). This first distinction is critically important for two reasons. First, work registrants in the two applicant job search sites had much different motivations to comply with the job search requirements because a failure to comply meant that they would not be certified for food stamp benefits. Moreover, those that did comply were probably different in important ways from participants in other sites that imposed the job search requirement after certification. Second, the applicant job search approach, while the most effective treatment studied in the expanded demonstrations, is rarely used in the current E&T Program. For example, between 36 and 56 percent of the initial nonexempt applicants were screened out for noncompliance and not certified for food stamps (Lerman et al, 1986). In the second group of five sites, the job search requirement was not imposed until after a household was certified for food stamp benefits. In these sites, FSA staff were responsible to call-in, interview/assess

the work registrant, assign the individual to a service component, and monitor his/her progress. Since these activities occurred after the individual had been certified for food stamp benefits, there was a much smaller incentive imposed on the individual work registrants. The evaluation results related to the applicant job search sites are therefore, not very applicable to the E&T Program as it is presently implemented.

Among the remaining five job search sites, a second distinction can be made between the job club and job search assistance models and the job search/workfare model. Again, while the former approaches are commonly used in the current E&T Program, the use of workfare coupled with a period of mandatory job search is also very rare. Therefore, findings from the evaluation of the four job club and job search assistance sites provide the best evidence of the types of impacts most likely to be seen in the new E&T Program.

With regard to employment and earnings, a significant increase in earnings of \$156 was found in the second quarter after certification for one of the two applicant job search sites, and an increase of \$208 was found for the same time period in the job club/workfare site. Of the other four sites (i.e., the job club and job search assistance sites) only one was found to have increased earnings by the second quarter, and this was at a more modest level of \$100. Important differences were also found between men and women. In one of the two applicant job search sites, males realized gains of \$110 by the 5th and 6th month, whereas females had gains of \$156. In the job search assistance site females had significant increases of \$96 compared to \$78 for males; in the job club/workfare site, females had increases of \$233 compared to \$284 for males.

With regard to food stamp benefits, the job club/workfare models produced savings of \$59 in the second quarter after certification, the group job assistance site had reductions of \$33, and one of the job club sites realized savings of \$57 in the same time period. No effects were found for the applicant job search sites because most of the effect on benefits was probably accounted for in the screening out of large numbers of applicants prior to certification.

The cost of the different job search models was generally quite low, ranging from \$25 to \$119 per work registrant. The variation in cost was primarily attributable to differences in the intensity of the alternative procedures, and the match between an office's service

capacity and the actual flow of registrants. High per registrant costs were often the result of staff underutilization in offices with unexpectedly low client flows. Among sites, the applicant job search model was by far the least expensive (averaging about \$36-\$47 per person) since, as previously mentioned, most of the burden was placed on the applicant.

In summary, the results of the Expanded Job Search Demonstrations indicate that job search requirements are feasible for local FSAs to implement, and they can increase earnings and decrease food stamp benefits at a relatively low cost. The gains are, however, generally modest. More importantly, most of the large gains observed in the demonstration sites were concentrated in those sites operating service approaches that are rarely used in the current E&T Program. The results for those sites that better represent the current program were generally statistically insignificant and very small.

Finally, as the authors point out, few sites volunteered for the demonstrations, and those that did were highly atypical. Consequently, it is possible that "...political and other factors that may have led these sites to participate and that differentiate them from other counties and cities in the United States may be associated with the level of performance observed in the demonstration. Even in terms of observed characteristics the seven volunteer sites were not representative of agencies throughout the United States (p.55)." In addition, the demonstration sites focused primarily on non-public assistance food stamp clients (excluding those on GA). The results, therefore, are uncertain as to the likely effect of applying the tested services to the broader population of nonexempt work registrants subject to the new E&T requirements.

RESEARCH RELATED TO THE COST OF WORK AND WELFARE PROGRAMS

The prior employment and training programs can be divided into roughly three tiers in terms of the level of resources required to serve participants (Friedlander and Gueron, 1990). The most expensive tier consists of programs offering subsidized employment and training. This includes the AFDC Homemaker-Home Health Aide Demonstration (Orr, 1986) which ranged from \$6,000 to \$12,500 per individual assigned to the program and the Supported Work Demonstration (Ginzberg, et al., 1980) which cost about

\$18,000 per participant (the cost of these programs included subsidized wages).

Programs in the middle tier, costing between \$900 and \$2,500 per participant, include the Maine and New Jersey voluntary on-the-job training programs with wage subsidies (Auspos et al., 1988; Freedman et al., 1988), the Baltimore Options program which offered a range of services and enrollee choice (Friedlander et al., 1985), and the San Diego Saturation Work Initiative Model where enrollees participated in a fixed sequence of job search followed by unpaid work experience followed by education and training (Goldman et al., 1986).

Programs in the least expensive group cost between \$25 and \$650 per individual assigned. This group includes: the Louisville job search demonstration (Goldman 1981); the Cook County (Friedlander et al., 1987), Arkansas (Friedlander et al., 1985), Virginia (Riccio et al., 1986), and the San Diego (Goldman et al., 1986) sequenced job search and work experience demonstrations; and all of the food stamp work registration and job search demonstrations (Lerman et al., 1986).

It is, however, very difficult to make comparisons among the various initiatives in order to draw conclusions about the relative cost-effectiveness of the different service options. The programs varied in terms of the nature of the services provided (even among similarly labeled programs), the types of individuals subjected to the requirements, the extent of educational services and participant monitoring provided, and whether the program was broad-based and mandatory or voluntary. In addition, the methodologies used to assess the impact of the various programs varied from study to study.

Gary Burtless (1989), after a thorough review of 25 years of work and welfare initiatives concluded that despite variations and the difficulties associated with making comparisons, "...the largest gains in participant earnings were typically observed in the most expensive programs (p.128)", typically in programs costing about \$10,000 per participant (p.138). Moreover, even at this level of investment, the gains provided by such training are "...only limited help for moving households out of poverty (Ellwood, 1988 p.154).

IMPLICATIONS FOR THE E&T EVALUATION

The difficulty in seeking guidance from prior research is that few efforts have examined a population similar to that targeted by the E&T Program -- most of the prior research has focused on employment and training initiatives designed to increase the employment and earnings, and decreasing the receipt of public assistance, of low-income single women with children. Nevertheless, there are a number of important themes that appear to emerge from 25 years of research.

First, many approaches to employment and training for economically disadvantaged individuals seem to have a positive effect, but for the most part the gains are relatively modest. For example, among the Food Stamp Job Search Demonstration sites the largest gains in earnings were about \$200 in the second quarter after certification, but this was for a site using applicant job search. Among the sites more closely resembling the current E&T Program, only one had gains in earnings, averaging only about \$100 for the second quarter after certification. These gains are certainly important, but still unlikely to move most families out of poverty. For the most part, work and welfare initiatives have served mainly "...as a device to help (participants) enter the labor market (Sawhill, 1988)."

Second, most of the observed gains in earnings seem to have been associated with individuals who already had an above average chance of doing well in the labor market (Bassi and Ashenfelter, 1986); the programs have rarely turned welfare recipients into self-sufficient workers (Mead, 1986). The available research evidence suggests that women benefit more than men from most types of employment and training activities. As Gueron and Sherwood (1986) have concluded, "...while a range of previous efforts have proven effective and cost-beneficial in increasing the employment and earnings and decreasing the receipt of public assistance of low-income women...there is little research evidence that any employment and training program for low-income men consistently produces higher levels of employment and earnings or returns the public dollars invested in such efforts (p.67)."

Finally, the largest gains found in previous studies tend to be in the most costly programs. In a comparative analysis of several work and welfare programs, Grossman, Maynard and Roberts (1985) found that "...job search assistance programs, which tend to be

short-term and low cost, can be expected to have small and persistent impacts on employment and earnings, but lead to only very small and relatively short-lived reductions in welfare receipt. In contrast, the larger and more costly employment and training services seem to have sizeable, lasting impacts on earnings (\$600-\$1,000 per year)." For example, the supported-work demonstration which cost about \$18,000 per participant produced earnings gains of about \$1,500 per year. According to Porter (1990), the research indicates that "...low-cost employment services, such as job search assistance, have not been very effective in increasing the employment or earnings of AFDC participants with the greatest barriers to employment. On the other hand, more intensive job training services do appear to help these more disadvantaged recipients (p. x)."

III IMPLEMENTATION OF THE FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

The Food Security Act of 1985 and subsequent regulations issued by FNS allowed State and local FSAs considerable discretion with regard to the implementation of the E&T Program. The primary purpose of this chapter is to examine how this flexibility affected the number of food stamp recipients participating in the Program, the types of services provided, the administrative and organizational arrangements used, and the cost of the Program. It is important to keep in mind that this description of the Program reflects arrangements and procedures in place during the first year of the Program's operation -- FY1988. To some extent, decisions made were affected by the need to get a program off the ground in a short period of time and by the problems inherent in starting such a large initiative.

This snapshot of the implementation of the E&T Program is based on three sources of data: State plans submitted to FNS for FY1988 and FY1989 (which were compared in order to measure changes in the Program over time), required State quarterly performance reports, and an inventory of program operations for the nationally representative sample of 23 State and 55 local FSAs¹ participating in the evaluation of the E&T Program. The sample data were statistically weighted to reflect the characteristics of all agencies operating the E&T Program nationally.

The discussion is organized into three parts: a description of the typical sequence of events faced by an E&T participant; a description of program operational procedures and organizational arrangements; and a description of the characteristics of E&T participants.

¹ This chapter reports findings on 55 local FSAs. Later chapters refer to a sample of 53 local FSAs used to estimate the impact of the E&T Program. The difference is attributable to the dropping of two sites from the impact analysis because of problems with the implementation of random assignment (see Chapter Four).

TYPICAL SEQUENCE OF E&T PARTICIPATION

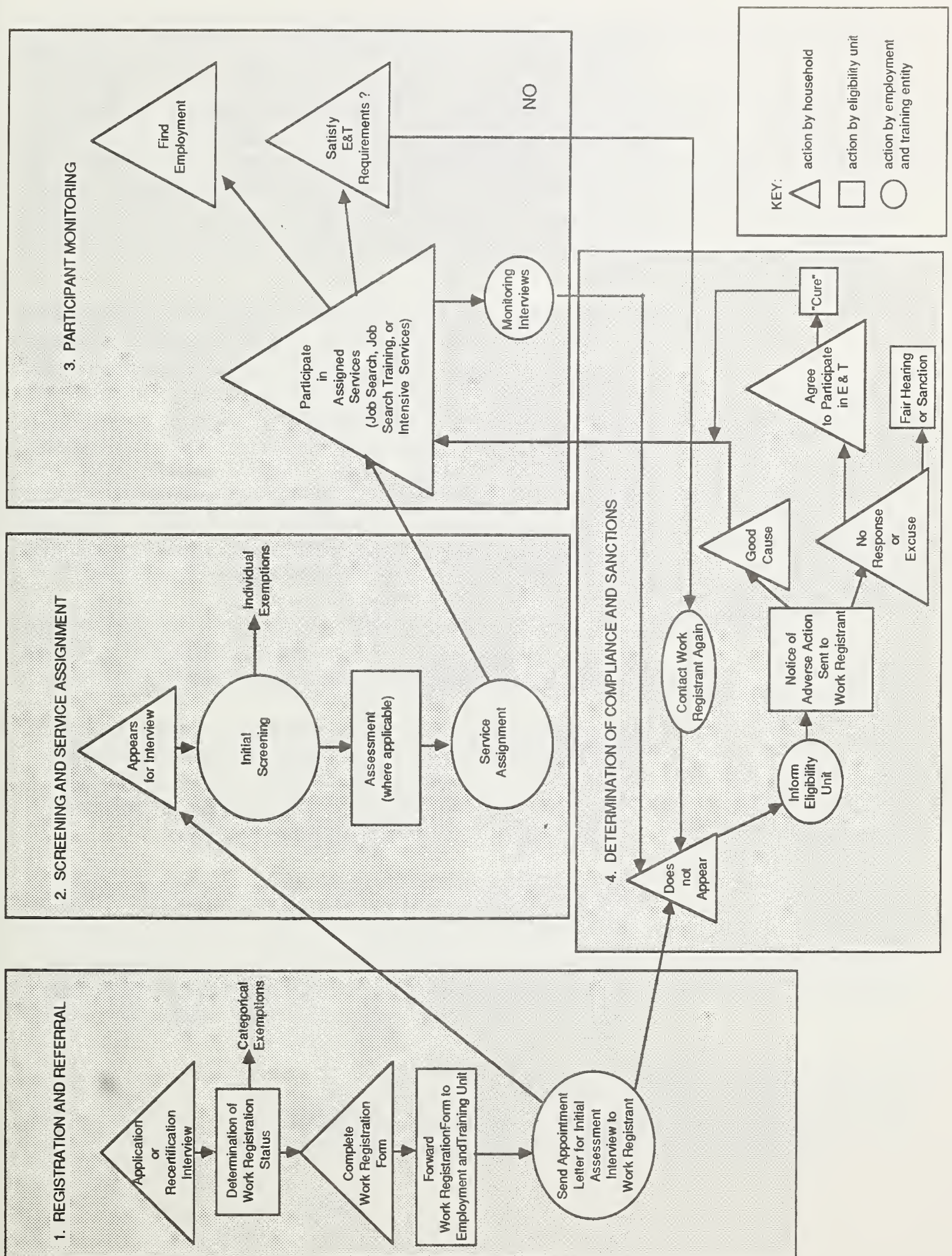
Although local operations varied, the process used to serve individual E&T participants (see Figure 3.1) can be viewed as consisting of four components. The first, registration and referral, began at the time of application or recertification for FSP benefits when all household members were evaluated to determine their work registration status. This largely clerical function (the determination was well defined in Federal regulations) was conducted by an income maintenance unit (IM) worker and, in almost every instance, was done during the initial client interview. Most local FSAs had already integrated this activity into normal FSP certification procedures prior to the implementation of the E&T Program because work registration, if needed, was a requirement for certification. The one important change brought about by E&T was that IM caseworkers had to determine which work registrants were required to participate in the Program; E&T participants were drawn from the pool of all work registrants.

The next E&T Program activity was typically the referral of participants to the employment and training unit (ETU). As will be discussed below, the ETU could either be a part of the local FSA, or some other administrative agency responsible for operating the E&T Program. Usually this referral did not occur until the eligibility staff determined that an applicant was eligible for food stamp benefits. However, in about ten percent of the local FSAs applicants were required to begin E&T participation by meeting a job search requirement before they received any food stamp benefits.

After receiving referrals, the ETU notified the nonexempt work registrants (usually by mail) of the date and time of their initial interview. In about 15 percent of the local FSAs, the same staff determined FSP eligibility and provided E&T services. In these cases, the certification or recertification interview and the first E&T Program screening interview occurred simultaneously.

Typically, the next step in the administration of the E&T Program was screening and service assignment. Potential participants were first screened to determine their "job readiness", i.e., whether they were ready or suitable for E&T participation. This screening process could result in two types of exemptions. The first type of exemption involved various categorical exclusions. For example, State and local FSAs could decide to excuse participation for

Figure 3.1: GENERAL MODEL OF E&T PROCESS



individuals who were seasonal workers, temporarily laid-off, or certified for food stamps for 30 days or less. The second type of exemption focused on conditions that made certain individuals unable to participate in E&T, including medical problems or disabilities, transportation difficulties, or child care responsibilities that posed legitimate barriers to participation. In almost two-thirds of the local FSAs, the ETU staff or agency were able to excuse clients (often temporarily) from participation. In the remaining third of the local FSAs, the decision was made by the cognizant IM worker.

For ETU workers, verifying exemption claims frequently involved protracted case reviews and contact with the recipient. According to program managers, ETU workers who were permitted some measure of discretion over exemption claims, and who had heavy caseload burdens, had clear incentives to exempt those individuals who would appear to require more time and effort. This tendency is reported to be more common among workers who were employed in the same agency as the IM caseworkers than among staff who were contracted to administer the Program. The latter were generally subject to stricter performance standards regarding participation and services than were workers in local FSAs.

Once screening was completed, the next step in the E&T process was service assignment to an allowable E&T component. Three basic assignment approaches were typically used by local FSAs:

- o Market Screening which required participants first to undergo a period of mandatory job search as a test for job-readiness. This approach was based on the theory that if an individual could not obtain employment after a period of job search, he/she required additional training to find a job.
- o Staff Assessment which relied on ETU staff to make a determination of the participant's job-readiness. This assessment of employability, usually carried out during a meeting with an ETU counselor, was used to distinguish job-ready participants (those for whom job search or placement activities were most appropriate) from participants who

required more intensive education and training to compete successfully in the labor market².

- o **Participant Choice** methods which recognized that a major condition of success is participant motivation. In this model, ETU staff presented participants with a menu of available options and allow them to choose. This method could also be used in combination with staff assessment. For example, in some instances assessments were used to narrow down the array of choices before the participant was allowed to select a service assignment. If a participant was unable to make a selection, the ETU staff worker would usually make the assignment based on the results of the assessment.

Nationally, most E&T participants faced a fixed sequence of components. But this varied by the type of program services offered by the local FSA. For example, 50-60 percent of the local FSAs that offered primarily job search or job search training utilized a fixed sequence of program services. FSAs offering a wider array of more intensive services (e.g., education and work experience) were far more likely to use the other two approaches; about 80 percent used assessments to determine an individuals service program, and about 60 percent also allowed participants some degree of discretion over their service assignment.

The services to which participants were assigned varied in intensity. For example, typical job search programs required participants to make an average of 24 employer contacts in an eight week period (a hold-over from the previous optional job search requirements). Local staff estimates put the average time required to complete individual job search at about 18.5 hours, including the time to report progress to the ETU worker. Job search training programs, on the other hand, generally required participants to attend an initial group training session followed by three to eight weeks of job search. In some instances, local FSAs required participants to attend a weekly training workshop throughout their required period of job search. On average such training programs lasted close to three weeks in length, and required about 24 hours for participants

² Under current regulations, this type of assessment is not considered a service component. However, in-depth counseling sessions, combined with work experience or employment job search or training, can constitute an approved E&T component.

to complete. Finally, more intensive services (education and work experience services), required considerably more time -- reported average time requirements varied from 84 to 183 hours depending on the type of program used, with vocational training requiring the greatest time commitment.

The third component, participant monitoring, served several purposes. First, monitoring provided ETU staff with an opportunity to reassign those participants who may have been inappropriately referred to a particular component. Second, participant monitoring served to identify instances of noncompliance with E&T requirements. For example, an individual may fail to make contact with the employment and training service provider, or fail to meet the requirements of an assigned service component (e.g., inadequate employer contacts during job search, failure to attend classroom training, or to report to a designated worksite). Third, the ability to monitor E&T participants helped to assure the accurate and timely flow of information between ETU and IM caseworkers.

If participants did not appear for their initial interview with the ETU staff, all local FSAs attempted to recontact them to reschedule the meeting. A few local FSAs made a third contact if necessary at the discretion of the caseworker. Income maintenance caseworkers were generally responsible for making these contacts. If the individual failed to respond to the final request, the ETU worker informed the cognizant IM caseworker that the referred participant had not complied; sanction procedures were then initiated (see below).

Once participants were assigned to an E&T Program component, ongoing monitoring was done by ETU workers. The type of monitoring used varied by the type of service to which the individual was assigned. For example, job search programs typically required individuals to make, on average, two return visits to their assigned ETU worker to discuss the progress of their efforts. On the other hand, job search training programs usually either monitored by requiring regularly scheduled visits or by combining monitoring visits with attendance at the training workshops. FSAs offering more intensive services employed a wider variety of methods but two general approaches were most commonly used: scheduled monitoring visits, and participant documentation of activity completion. In the first approach, participants were required to visit their ETU worker at regular intervals during the

period of their assigned service. In the second, participants were required only to submit documentation that they have completed a specified activity. For example, individuals assigned to General Educational Development diploma (G.E.D.) programs were required to submit copies of attendance records and G.E.D. certification when they had attained their degree. Because such services could take a long time to complete, this approach provided very limited monitoring opportunities.

Finally, State and local FSAs were required to develop a system to determine and adjudicate instances of noncompliance. Participants could be considered noncompliant for a variety of reasons, including failure to:

- o respond to initial and follow-up request(s) for their first interview with ETU staff;
- o contact the required number of employers as part of their job search;
- o provide employer contact information;
- o attend educational or vocational classroom training;
- o appear at a worksite if they are enrolled in workfare or on-the-job training;
- o provide documentation of their attendance at training; or,
- o appear for their scheduled monitoring visits.

Individuals determined to be out of compliance became ineligible for food stamp benefits; if the individual is the head of a household, the entire household becomes ineligible. This period of ineligibility continued for two months, or until the individual complied with the E&T requirements, left the household, or became exempt, whichever occurred first. Individuals determined noncompliant had to be provided with a Notice Of Adverse Action (NOAA) within ten days, informing them of the proposed period of disqualification and the actions that could be taken to avoid, or "cure", the noncompliance. A recent study (Usher, Gogan, and Koo, 1989), found that most (54-65 percent) work registrants fail to keep their first appointment with the ETU worker, and only between 20 and

40 percent actually contact any potential employers as part of their job search requirements.

If noncompliant participants contacted their IM caseworker and provided a good cause for their failure to comply, they were either re-referred to the ETU or excused from further participation. The latter might occur if the noncompliance was due to a medical, transportation, or child care problem. If noncompliant participants failed to establish good cause, or did not respond to the notice of adverse action, IM caseworkers were expected to initiate sanction procedures. However, this may not have always occurred as it appeared that some local FSAs were more lenient with noncompliant participants than required by FNS regulations. In fact, about one-third of the local FSAs reported that they would "try anything to avoid sanctioning a client." For example, anecdotal evidence indicated that some local FSAs allowed participants a 30-day grace period from sanctions, if they agreed to cooperate; others indicated that they only sanctioned as "a last resort" and made numerous attempts to get participants to cooperate. In such situations, sanctions were imposed only if the participant made no effort to contact staff after several requests.

Participants could go through repeated cycles of noncompliance and curing which could last for the individual's entire period of certification for food stamp benefits (this point is discussed in Chapter Five). Frequently, clients were allowed to "cure" their noncompliance simply by telephoning their ETU caseworker or making an appearance at the ETU office. As a consequence, a number of State and local administrators expressed the view that existing sanction procedures were too lenient; they suggested revising Program regulations to limit individuals to no more than one notification prior to the initiation of sanctions. These individuals viewed improvements in sanctioning policies as the key to the Program's success. Without the enforcement of sanctions, they believed that they lost the leverage needed to induce participants to meet their E&T requirements.

In addition to this curing process, noncompliant participants were sometimes not sanctioned because of poor communication between the ETU staff and IM caseworkers. In fact, communications between the different administrative units were often reported to be strained. IM caseworkers frequently reported feeling, as one individual put it, "left out of the entire process" because they often did not hear about the progress of a particular case unless a

sanction was requested from the ETU worker. One administrator claimed that "the food stamp workers basically had no idea what happened to the client once the client got to Job Service", and they rarely heard about successful outcomes. One organizational approach that appears to reduce these problems and improve communications is the co-location of ETU and IM caseworkers.

STATE AND LOCAL ADMINISTRATIVE PROCEDURES AND ARRANGEMENTS

This section focuses on the types of services offered by State and local FSAs as part of the E&T Program, organizational arrangements used to deliver these services, and the level of Program expenditures and participation.

E&T Services

One of the major challenges facing food stamp administrators at the start of the E&T Program was to decide whether to provide intensive (and costly) services to particular types of work registrants, or to provide minimal but less expensive services to a broad segment of the State's work registrant population. Whereas the first approach emphasizes long-term improvements in human capital and independence, the second emphasizes more short-term gains in job placements (Gueron, 1986).

State FSAs had considerable latitude in deciding what types of services to include as part of their E&T Program. The options ranged from simple job search, to more intensive services such as educational programs and work experience. How individual States responded to this flexibility was, however, affected by a number of concomitant factors.

First, the planning period afforded States was short -- final regulations were issued by FNS on December 31, 1986 requiring States to submit their E&T plans by March 2, 1987 and begin operations by April 1, 1987.

Second, the available options required different levels of funding. Some, such as extended education or work experience, are intended to serve those individuals in greater need of remediation and, as a consequence, are significantly more costly per participant than individual job search. Therefore, a decision to include particular service components, and the extent of their use (i.e., the number of participants to be included), had substantial financial implications

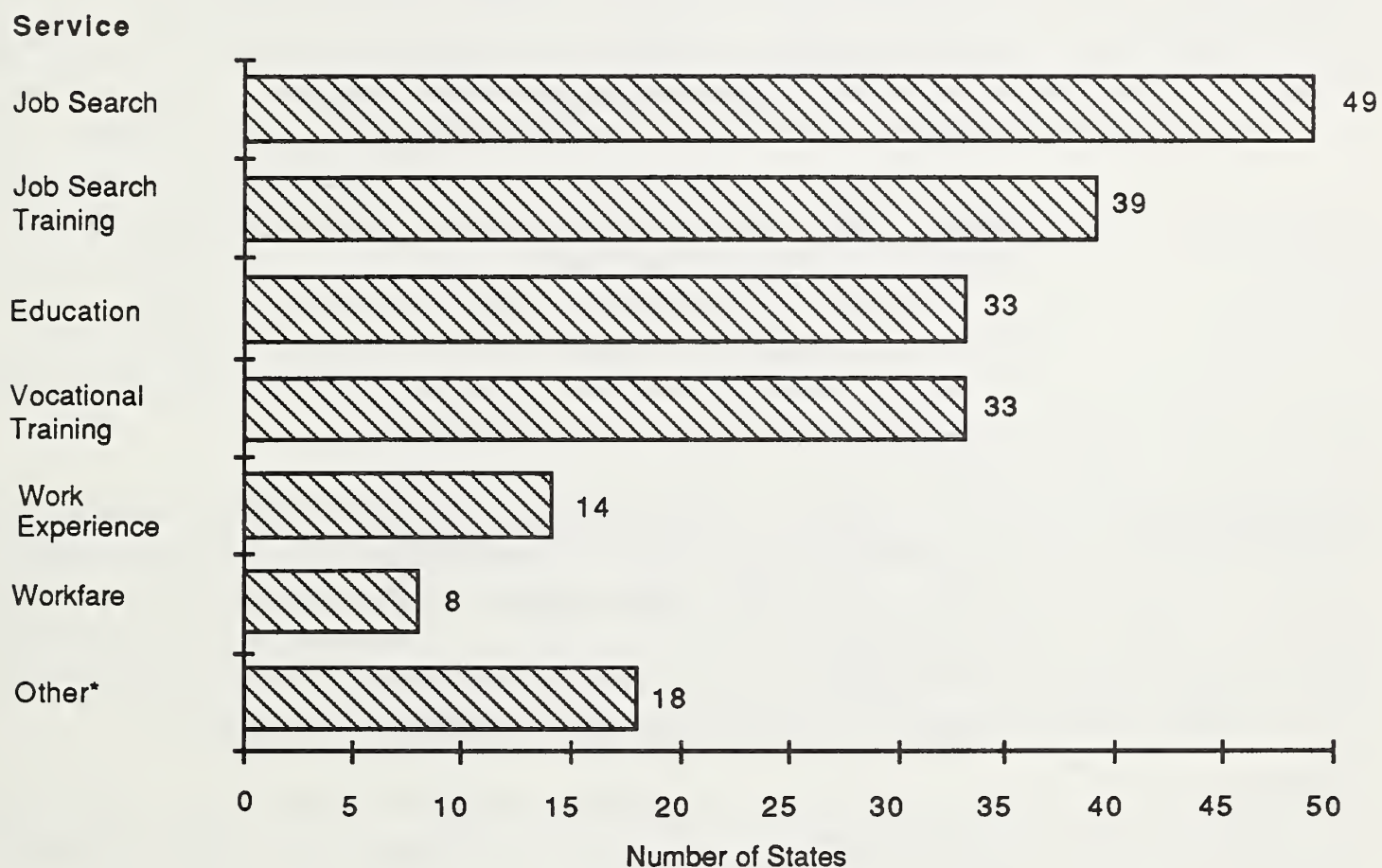
for States. But different types of services may differ in their ability to affect the employment, earnings and welfare dependency of the participants. For example, more costly services, if effective, can lead to larger reductions in State welfare expenditures by getting individuals off public assistance, thereby offsetting some of the added cost.

Finally, the choice of services to offer in the E&T Program did not take place in a vacuum. State and local FSAs had been previously providing FSP job search services, as well as employment and training programs for other public assistance recipients (e.g., WIN). As a result, States had an incentive to coordinate these different efforts to the extent possible. Moreover, linking the E&T Program to other State agencies or programs (e.g., JTPA) would also allow State FSAs to leverage additional resources, to achieve certain economies of scale through more efficient operations, and to avoid having to "reinvent the wheel."

Service Configuration. The advent of the E&T Program afforded States an opportunity to either continue or expand existing programs, or to initiate new services not presently available. In FY1986, 38 States operated job search programs for food stamp work registrants (Abt Associates, Inc. 1987). Most States (42 out of 53) significantly expanded the availability of food stamp employment and training services under the E&T Program; only seven decreased geographic coverage, and in some instances this was due to reduced Federal funding. In fact, 18 of 53 State FSAs planned statewide participation for FY1988, and an additional 11 State FSAs planned to operate the Program in more than 50 percent of their counties. The E&T Program, therefore, made employment and training services available to a wider geographic area than the previous job search programs.

As shown in Figure 3.2, job search, the least expensive service and the one expected to move many employable participants into jobs, was included in the service configuration of almost every State in FY1988 (49 of 53 State FSAs); job-search training was also a widely planned service (by 39 States). The prevalence of job-search activities is not too surprising, since these services were often part of the FSP prior to the implementation of the E&T Program. The prevalence also reflects the intent of the States to serve as many participants as possible with the available funds, in order to meet specified performance standards for program participation starting in FY1989.

Figure 3.2: E&T PROGRAM SERVICES PLANNED BY THE STATES, FY1988



SOURCE: FY1988 State E&T Program plans.

* Includes: on-the-job training, supported employment, vocational rehabilitation, and home-based employment.

Change from Prior Job Search Programs. The short planning time available at the outset of the E&T Program would be expected to have inhibited States from creating new services for food stamp recipients. Many States already had a job search program in place, and because this is an allowable component under E&T, the simple response would have been to continue the previous services. But States actually chose, in large part, to modify and expand their old programs. About three-quarters of the local FSAs reported that the E&T services that were implemented in FY1988 represented either an entirely new program, or one markedly different from the previously existing job search services. Not surprisingly, local FSAs that provided primarily job search services under E&T were most likely to have retained their old program; those offering more intensive services were most likely to have created a new program for their food stamp recipients. This is quite encouraging. Congress intended the E&T Program to be a new initiative and, for the most part, States responded to this challenge.

Support Services

It has long been recognized that individuals involved in employment and training programs often incur additional expenses as a result of their participation. Most often these expenses are due to the cost of transportation for job search, or for commuting to a training or work experience site. In those instances where participants are caring for dependents, child care may also be needed.

As required by the enabling legislation, States had to reimburse E&T Program participants for their training-related expenses. Participants could either be reimbursed for their actual expenses, or receive a standard allowance that reasonably reflected their likely expenses. If States chose this latter option, they had to allow participants the opportunity to request an actual cost reimbursement if they had exceeded the standard allowance. However, reimbursements were limited to a maximum of \$25 per month per participant of which the Federal government paid half. States choosing to pay participant expenses beyond this amount had to do so with State funds.

How States chose to implement this provision had important implications both for the individual participants and for the resources needed to operate the E&T Program. Moreover, the effect of States' reimbursement policies were expected to vary depending upon the type of E&T services being provided. In job search programs, participant expenses were likely to be more

predictable, and to vary less among participants, than expenses for participants in intensive service programs. Not surprisingly, therefore, about two-thirds of local FSAs offering intensive services reimbursed participants for actual expenses, while only about one in six local FSAs offering primarily job search services used this method. Overall, local FSAs were almost evenly split: about half reimbursed participants according to a standard rate, and half reimbursed participants for actual expenses. Nonetheless, States offering more intensive employment services generally recognized the higher cost of these services to the participants by allowing a more flexible approach to providing financial assistance.

In addition to reimbursing E&T Program participants for their Program-related expenses, some local FSAs supported participants with in-kind services. Nationally, about four out of ten provided some sort of child care services, transportation assistance (e.g., reduced public transportation fare systems), or other services including counseling and referral services. Often, these additional services were not financed by E&T Program funds, but represented the use of other available resources. For example, some local FSAs used Title XX funds to help finance E&T Program participants' child care expenses; others used local or county-based resources, such as special funds set aside for use by work and welfare programs, to help pay for participants' expenses associated with accepting employment (e.g., the cost of buying uniforms or tools).

Two points are important to emphasize. First, State and local FSA administrators have recognized and attempted to respond to the needs of the E&T participants. As many local staff have reported, one of the more common reasons for non-cooperation with work programs like E&T is the inability to commute to and from the local office (or a work site) and/or to find someone to care for dependent children. Second, State and local FSAs have been successful in obtaining and using available resources beyond E&T funds for the benefit of E&T participants.

Organizational Arrangements

The E&T Program was planned and implemented in the context of a variety of existing work and welfare programs, and many of the services now provided by local FSAs were already being delivered by other agencies and institutions. Consequently, most State and local FSAs were able to take advantage of these existing resources in planning and implementing the E&T Program. They did not have to "start from scratch" to design their programs. As noted above, despite a short planning period, most local FSAs were able

to implement new and expanded services for food stamp recipients. Without the availability of existing programs, State response to this new initiative would likely have been different.

The availability of existing services may have provided an opportunity to achieve additional organizational efficiencies. As Nightingale (1989) observed, individual agencies are not likely to coordinate with other administrative agencies unless they see some benefit associated with the collaboration. Such benefits may involve either enhancing the agency's performance or increasing the amount of funds it controls. For example, some State FSAs planned to maximize the use of JTPA services for E&T participants. Others elected to serve E&T participants by expanding the coverage of an existing comprehensive work and welfare program (typically designed to serve General Assistance (GA) or AFDC recipients). By doing so, States may seek two objectives: to increase efficiency by serving more individuals at a lower resource cost, and, if the Program is successful, to decrease welfare expenditures to those individuals able to find employment. Pooling funds from different sources (Food Stamp E&T, AFDC-WIN, and State-funded GA) may have allowed States to expand services beyond what would be possible using only E&T Program resources.

Certain incentives worked to encourage States to coordinate their E&T Programs with other existing services. First, GA is a State or locally funded and operated program. Second, GA recipients who were also receiving food stamps were, unlike AFDC recipients, not exempted from E&T by virtue of their participation in a State GA work program. Food stamp program managers, therefore, had a clear incentive to coordinate the two programs so that participation in a GA employment program would count towards the State's E&T performance standard. Similarly, because JTPA programs must serve a certain percentage of public assistance clients, coordination between the two programs helped both administrative agencies achieve their individual goals.

External Linkages. Interagency linkages may be categorized as either service integration or coordination. For the purposes of this discussion, an integrated program is one operated jointly by the local FSA and some other agency or program, or one in which the local FSA contracts directly with another agency for the provision of services. For example, States that implemented a comprehensive work and welfare program, such as the ET Choices Program in

Massachusetts or the GAIN Program in California, were likely to administer the E&T Program as part of the larger program. A coordinated program, on the other hand, is one that was operated as a separate entity by the FSA, but which sought the cooperation of other programs in an effort to forego the duplication of services or other possible conflicts. For example, the local FSA could refer E&T participants to JTPA for all or some of their needed services.

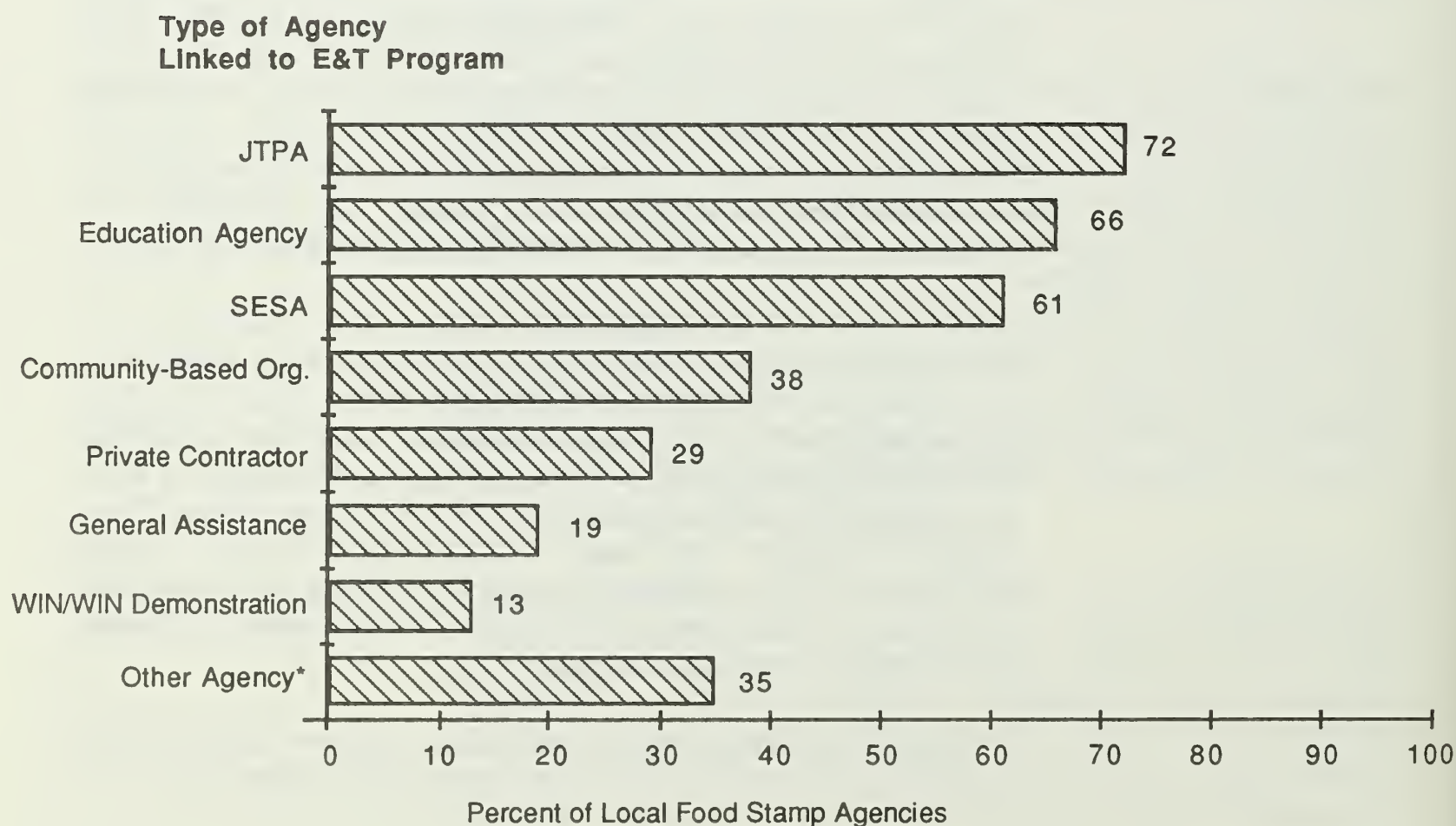
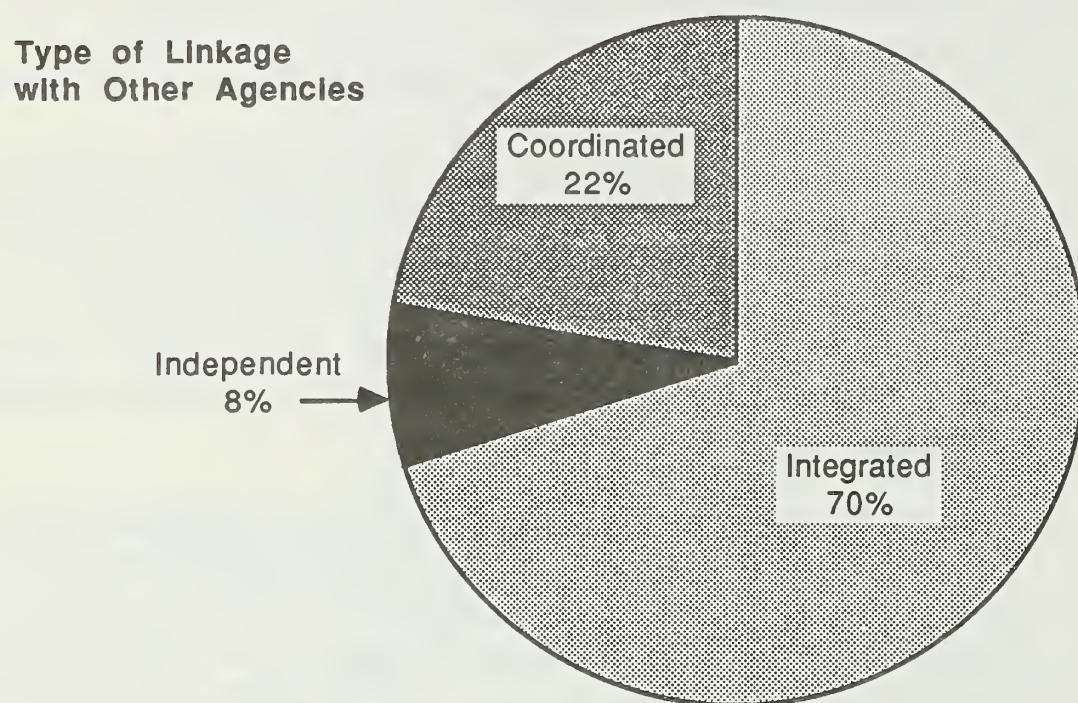
Figure 3.3 illustrates the extent to which local FSAs integrated or coordinated the E&T Program with other agencies and programs. The top part of this figure shows the proportion of local FSAs that were either integrated or coordinated with other agencies, or were independent stand-alone programs. The bottom figure illustrates the agencies or programs with which local FSAs established linkages.

Overall, almost three-quarters of local FSAs integrated their E&T program with other agencies -- less than ten percent implemented independently administered programs. The most common external provider of services for the E&T Program was the local JTPA agency, used by about three-quarters of local FSAs. Because JTPA was required to serve low-income individuals as part of its ongoing operations, many local FSAs simply referred interested E&T participants to JTPA programs; others contracted formally with the local JTPA agency for the provision of various services, including traditional vocational skills training, adult basic education, vocational assessments and work experience. About two-thirds of the local FSAs used SESAs in a similar way, primarily as a reference for mainstream services, typically individual job search.

The nature of the linkage also varied. For example, E&T participants were either referred to a local education agency as a source of possible services, or local FSAs took a more active role and established a contractual arrangement with the educational agency to provide specific services to a stipulated number of E&T participants. Education agencies, used by two-thirds of local FSAs, typically provided adult basic education and G.E.D. training services, and in some instances literacy training and vocational education services. Some local FSAs also contracted for similar services with community colleges.

In addition to forging linkages with public agencies and programs, local FSAs developed relationships with private non-profit

Figure 3.3: LOCAL FSA INTEGRATION AND COORDINATION OF THE E&T PROGRAMS WITH OTHER AGENCIES AND PROGRAMS, FY1988



SOURCE: Inventory of Program Operations in national sample of 55 local FSAs.

* Includes Job Corps, Community Action Agencies, Salvation Army, migrant worker organizations, and the military.

and for-profit organizations. For example, almost one-third of local FSAs had some association with a private contractor, and almost four out of ten had a relationship with local community-based organizations including the local Salvation Army, YMCA, Goodwill, literacy council, and other private, non-profit public interest and social welfare organizations.

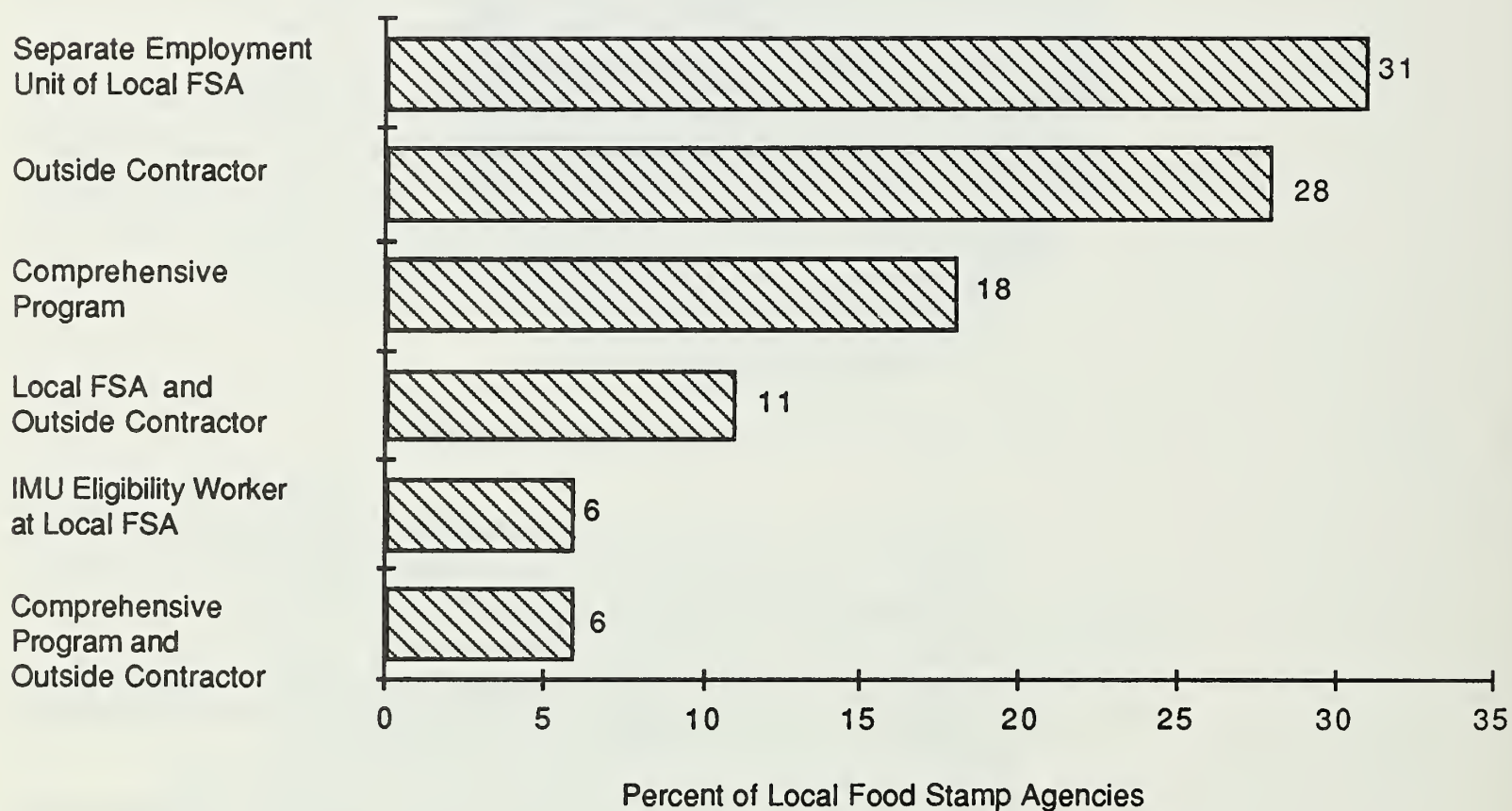
Only about one out of six local FSAs integrated or coordinated E&T with WIN, WIN Demonstration or GA work and training programs. This infrequency of association is probably due to Federal food stamp work registration policy which exempts mandatory WIN registrants from work registration.

Administrative Responsibility. In addition to differences in the extent of their external linkages, local E&T programs also differed with respect to the assignment of day-to-day administrative responsibility. E&T services were provided by any one, or a combination of, the following administrative entities:

- o local FSA IM eligibility workers;
- o a separate ETU within the local FSA;
- o an Employment and Training agency or division operated within a State's umbrella Social Services Agency (included as a part of a comprehensive program); and,
- o another organization (either public or private) contracted to provide the primary E&T service or services.

As shown in Figure 3.4, the most common administrative arrangement, used by about one-third of the local FSAs, was a separate employment unit within the local FSA. Combining the two methods of administration that confined the provision of Program services to the local FSA -- the food stamp IM worker and the employment unit -- over half of the local FSAs offering primarily job search services, and almost two-thirds of those focusing primarily on job search training and assistance, administered the E&T Program themselves. This is in stark contrast to the 16 percent of local FSAs offering more intensive services that took this approach. This distribution is not surprising, given the relatively narrow range and short-term nature of the services provided by the first two types of local FSAs. It is also not unexpected that local FSAs offering a wider range of intensive

Figure 3.4: ADMINISTRATIVE PROVISION OF E&T PROGRAM SERVICE, FY1988



SOURCE: Inventory of Program Operations in national sample of 55 local FSAs. Percents sum to over 100 percent because some local FSAs use multiple configurations.

services were more often administered by a comprehensive work and welfare program that combined services for food stamp, GA and AFDC recipients. Examples of such comprehensive programs are the ET Choices Program in Massachusetts, the MOST (More Opportunities for Self-Sufficiency and Training) Program in Michigan, and Project Chance in Illinois.

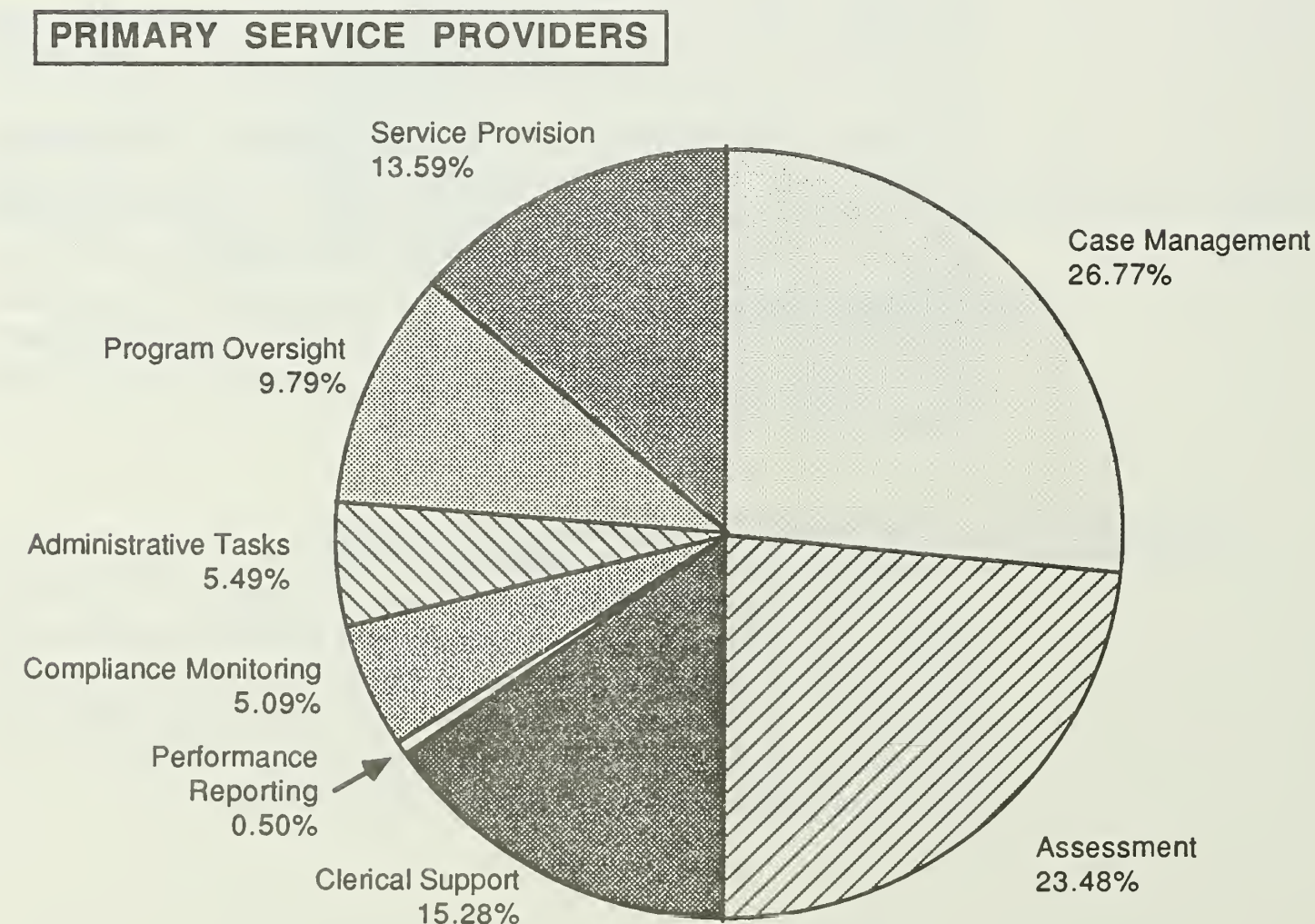
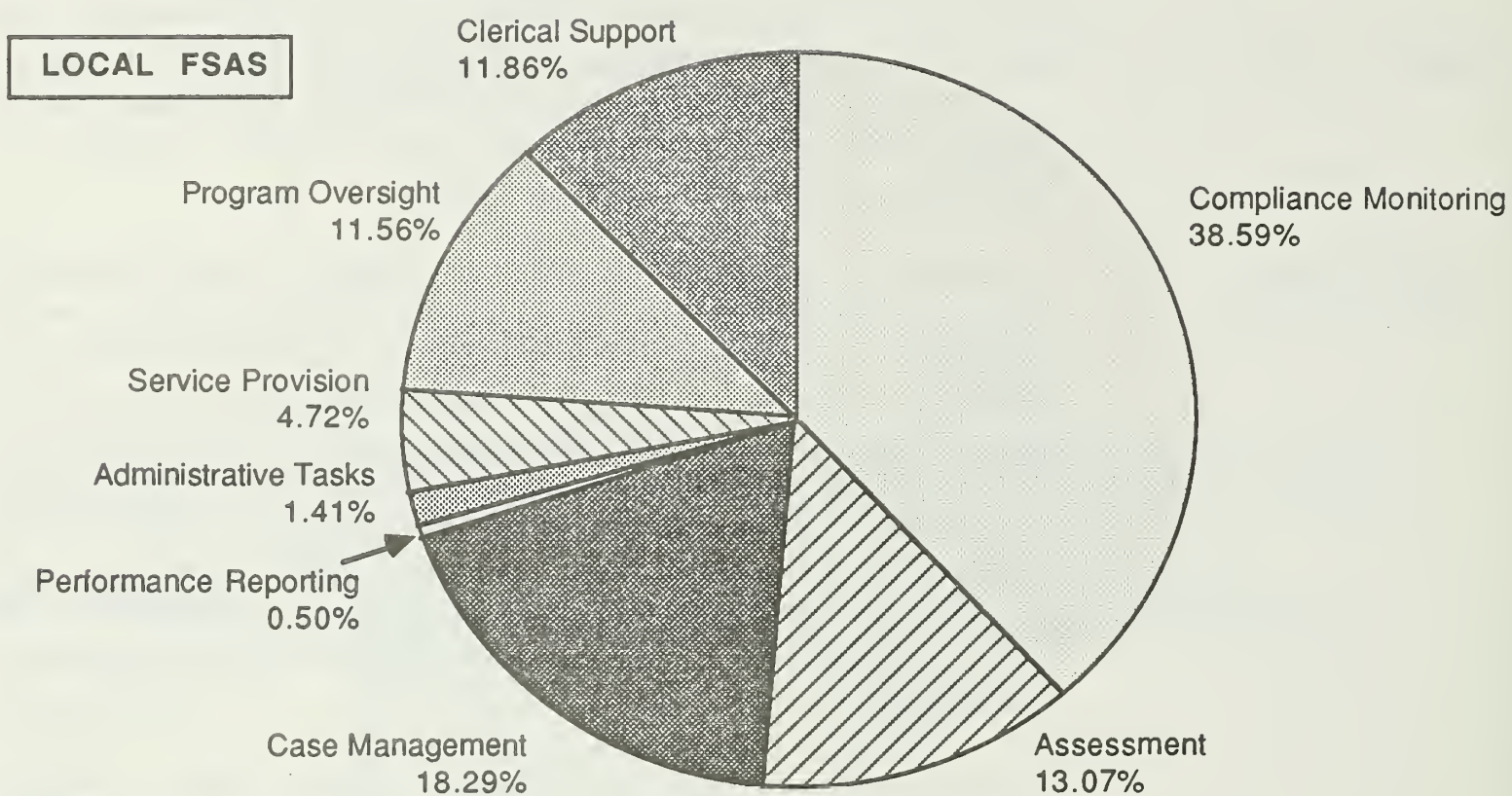
E&T Staffing

As shown in top part of Figure 3.5, the majority of local FSA staff time devoted to E&T³ was spent ensuring that mandatory work registrants were fulfilling their obligations. Almost 40 percent of staff time was used to identify noncompliant E&T participants and/or implement sanctions. An additional 18 percent of local FSA E&T time was devoted to case management activities that included monitoring participants' progress in mandatory job search components, overseeing and recording E&T activities, and processing participant reimbursement expenses. Assessments and direct provision of E&T services accounted for 13 and five percent respectively.

Staff utilization patterns did, however, vary by type of service configuration (not shown in the exhibit). Staff in sites that offered only job search devoted almost half of their E&T time to identifying and/or implementing E&T sanctions. Staff within these FSAs spent little time serving E&T participants -- only eight percent of their E&T time was devoted to assessing work registrants' employability and educational abilities. Conversely, local FSA staff in sites that supplemented job search with some form of job search training and/or more intensive remedial assistance spent one-fourth of their E&T time assessing and serving E&T participants (17 and seven percent, respectively). In addition, staff in these sites devoted significantly less time to sanctioning and case management activities than their counterparts in sites that focused almost exclusively on job search.

³ As part of this study, data were collected on the allocation of time spent administering and delivering E&T services. These data, which were obtained for food stamp and service provider staff, were used to apportion time spent on E&T across eight major functions. As discussed in Chapter Nine, these time allocation estimates include the efforts of external service providers only if they were under contract to receive E&T referrals.

Figure 3.5: DISTRIBUTION OF STAFF TIME SPENT ON E&T FUNCTIONS, FY1988



SOURCE: Evaluation Cost Study—weighted data

Unlike local FSAs, staff in external agencies that were under contract to provide E&T services (shown in the lower portion of Exhibit 3.5) devoted the largest share of their E&T time (40 percent) to assessments and direct provision of E&T services (24 and 14 percent, respectively). However, case management and the identification of noncompliant E&T participants still accounted for approximately one-third of service provider time spent on E&T (27 and five percent, respectively).

As with local FSAs, service provider staff in those sites that offered primarily job search services devoted only one-third of their E&T time to assessments and service provision. Another one-third of their E&T staff time was spent monitoring job search and other E&T activities. Conversely, provider staff in intensive services sites devoted 22 percent of their E&T time to the provision of employment and training services (e.g., job search training, cultivating job contacts). Another 22 percent of their E&T time was used for assessments. Only two percent of service provider staff time in these sites was spent identifying noncompliant cases.

E&T Exemptions

The selection of food stamp work registrants for participation in the E&T Program can be viewed as a series of decision steps -- at each stage in the process only certain individuals were chosen on the basis of established criteria.

First, legislative exemptions categorically eliminated many food stamp recipients, i.e., those caring for young children, those under age 17 or over 59, students, those employed 30 hours or more per week, and individuals participating in certain other welfare-related work programs. Beyond this, States could choose to target E&T services using one or more of the following permitted options:

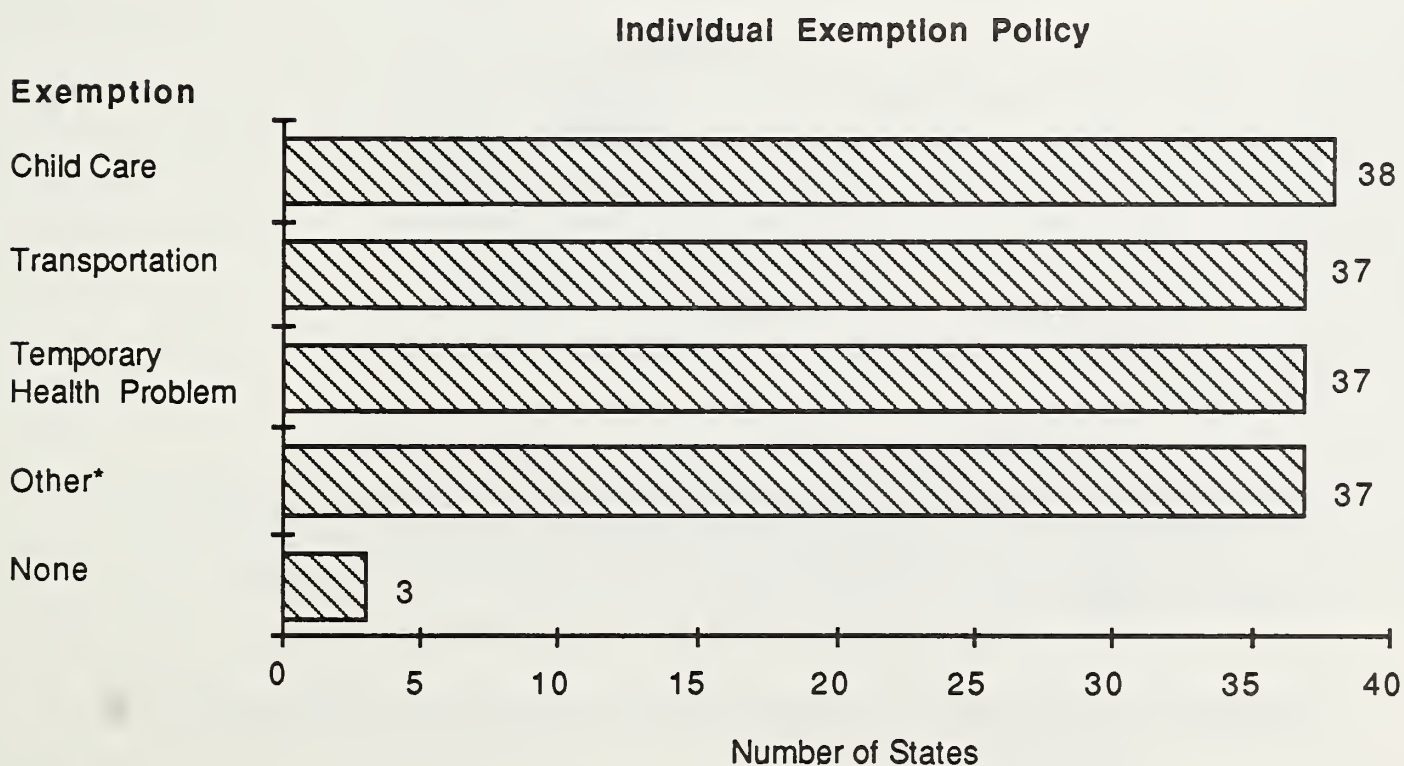
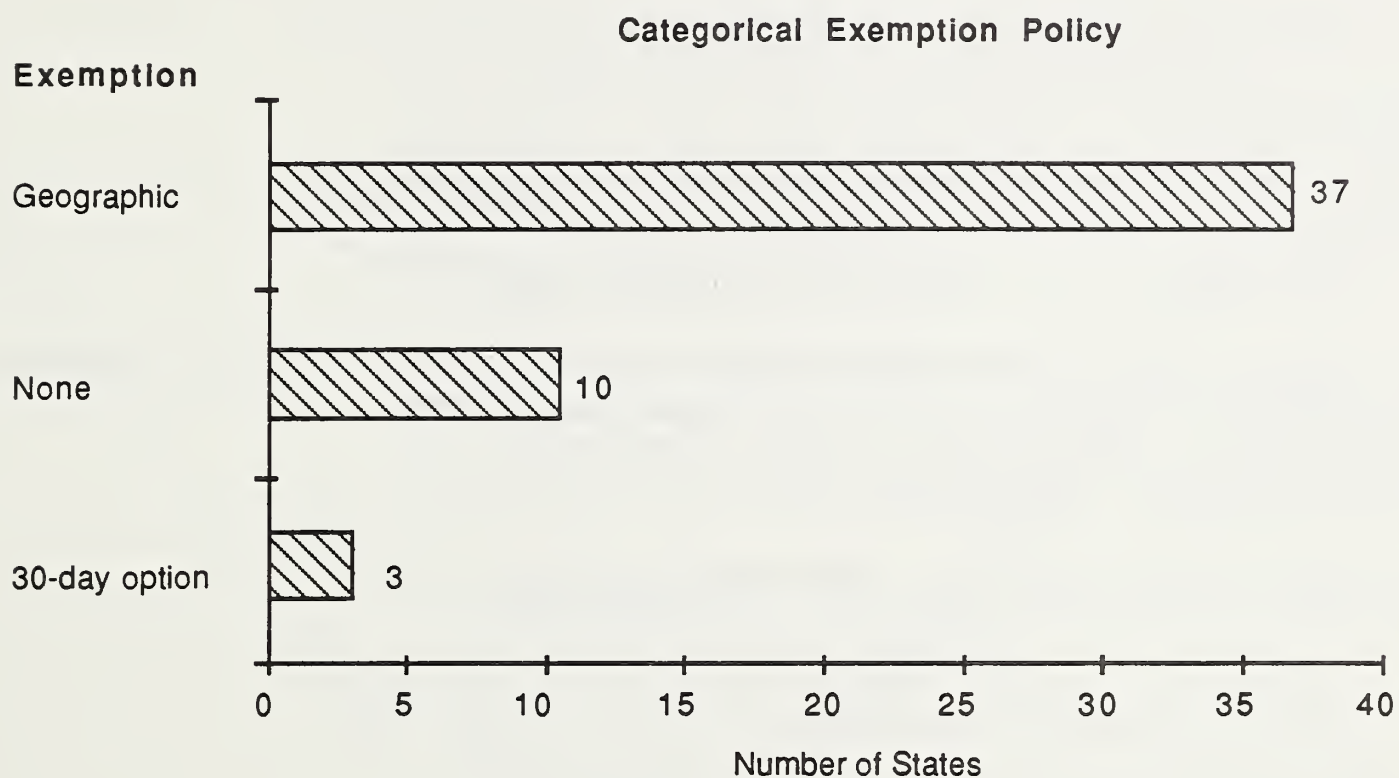
- o States could exempt work registrants living in areas lacking available services or job opportunities or where the number of work registrants was very low.
- o States could exempt work registrants during their first thirty days of participation in the FSP.
- o States could promulgate policies that allowed for individual exemptions on the basis of such barriers to participation as lack of transportation or child care.

The only constraint was that States had to meet the performance standards specified by FNS in the E&T regulations -- 35 percent of nonexempt work registrants had to be served (or sanctioned) during FY1989, and 50 percent in FY1990 and subsequent years. In FY1988, the year in which this study was conducted, performance standards were not in effect.

Figure 3.6 summarizes the response of States to these various options. Only three States chose to exempt work registrants in their first 30 days of food stamp reciprocity. This was not surprising because the regulations also provided an incentive against using this exemption option; States not using this option could lower the base of mandatory work registrants used to calculate performance standards by 10 percent. Most States, however, incorporated the use of other categorical exemptions. Geographic exemptions due to remoteness, lack of jobs, or lack of training opportunities were the most common, used in 37 States. This was to be expected because, as noted earlier, only 18 States planned to implement the E&T Program statewide in FY1988. In addition to geographic exemptions, some States also allowed categorical exemptions for other reasons, such as being registered for a GA work and welfare program (2 States), or being in a household with three or more children. Only 10 States allowed no categorical exemptions. All but three States also allowed some individual exemptions. Over three quarters of the States allowed individual exemptions for problems with child care, transportation problems, or for temporary health problems. Among the other individual exemptions used by States were family or personal problems, catastrophic events, homelessness accompanied by a social barrier, women in their third trimester of pregnancy, women residing in shelters for abused women, and certain language barriers.

Figure 3.7 depicts the filtering process planned by States for the selection of E&T participants in FY1988. First, exemptions established by legislation regarding who was subject to the work registration requirements were expected to focus work policy on a group representing about ten percent of all food stamp recipients. Of this pool of about 3.3 million individuals, State and local categorical exemption rules were expected to screen out about one-fourth, leaving approximately 2.3 million individuals. Finally, other State and local targeting decisions were expected to further reduce this number by about one-third to 1.6 million -- the expected number of nonexempt E&T participants States planned to serve in FY1988. As a result, the number of individuals planned for E&T

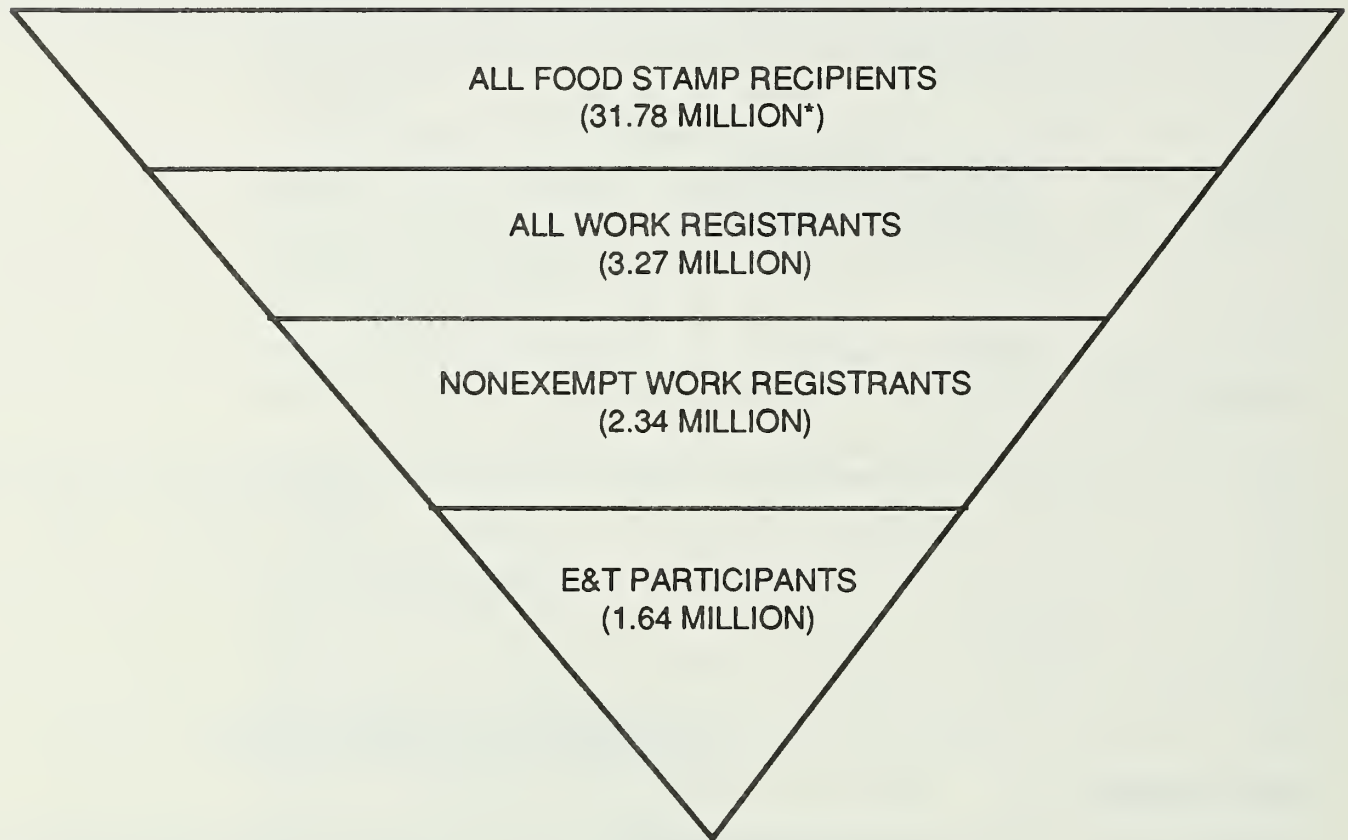
Figure 3.6: STATE EXEMPTION POLICY FOR MANDATORY WORK REGISTRANTS, FY1988



* Includes family or personal problems, catastrophic events, homelessness accompanied by a social barrier, pregnant women in their third trimester.

SOURCE: FY1988 State E&T Program Plans.

**Figure 3.7: E&T PROGRAM PARTICIPATION GENERATED BY
EXEMPTION AND TARGETING POLICIES, FY1988**



Estimated total number of food stamp recipients participating in a year. This is computed by multiplying the average monthly participation of 18.68 million by the average rate of caseload turnover of 1.7 (i.e., total annual participation equals 1.7 times the average monthly caseload).

SOURCES: FNS, USDA, Food Stamp Statistical Summary, July 1987; June 1988 State E&T Program Plans for FY 1988

service in FY1988 represented about two-thirds of all nonexempt work registrants, and almost half of all food stamp recipients classified as work registrants (information on actual participation is presented below).

In addition to the required E&T participants, States also planned for participation by volunteers as encouraged by the 1985 Act. But they expected little such participation -- overall, volunteers accounted for only about six percent of total planned E&T participation. It is not clear whether this represented an intent by States to serve few volunteers or an expectation that few individuals would likely volunteer for the services being made available.

Program Funding

In addition to the variety of operational and participation choices made as part of implementing the E&T Program in FY1988, States also faced decisions regarding funding levels. Federal funding for the E&T Program consisted of three types of financial support:

- o A 100 percent grant allocated to States on the basis of the relative size of their FSP caseloads.
- o A 50 percent match of additional Program service costs.
- o A 50 percent match of participant reimbursements up to a maximum of \$25 per person per month.

Table 3.1 summarizes E&T Program funding for Fiscal Years 1987 through 1989 with corresponding figures for program participation. Ignoring FY1987, a partial start-up year, expenditures have remained essentially constant during the first two full years of Program implementation. At the same time, however, participation has increased by about 20 percent to about 1.2 million individuals in FY1989. The penetration of the E&T Program could doubtless be increased; for example, many States have exempted a significant proportion of their counties from participation. Nonetheless, these figures indicate that a large number of individuals are being served. To put this in context, participation in all AFDC work programs -- WIN Demonstration, CWEP, and grant diversion -- totals about 714,000 individuals nationally, or 40 percent less than the number participating in the Food Stamp E&T Program.

**TABLE 3.1: E&T PROGRAM EXPENDITURES AND PARTICIPATION,
FY1987-FY1989**

	<u>FY1987</u>	<u>FY1988</u>	<u>FY1989</u>
<u>EXPENDITURES (\$ millions)</u>			
Federal			
100% Operational Grant	\$29.6	\$56.2	\$62.4
50% Operational Funds	9.8	36.3	33.8
50% Reimbursements	1.9	11.1	8.5
TOTAL FEDERAL	41.3	103.6	104.7
State			
50% Operational Funds	9.8	36.3	33.8
50% Reimbursements	1.9	11.1	8.5
TOTAL STATE	11.7	47.4	42.3
TOTAL EXPENDITURES	\$63.0	\$151.0	\$147.0
<u>PARTICIPATION (millions)</u>			
Planned	0.81	1.64	1.35
Actual	0.45	1.00	1.18
Planned/Actual (%)	55.0%	61.0%.	87.0%

Source: Food and Nutrition Service, E&T Program Financial and Participation Summary: Fiscal Years 1987-89, March 1990.

Implementation Issues

This study was carried out during the first year of the E&T Program. As expected, a number of difficulties were encountered which may have affected program operations in that initial year⁴. Many State and local E&T administrators indicated that the constrained deadlines involved in designing, approving, and implementing their programs led to problems which reduced their capacity to serve clients during the first full year of the Program. While federal guidelines for the implementation of E&T were designed to allow sufficient time for the implementation of the program, deadlines set at the State level frequently reduced the amount of time local offices could devote to start-up activities. For example, one State administrator described having less than one month to design and implement operations for several local offices offering intensive training services. As a consequence, local FSAs faced with short implementation deadlines frequently began operations with the hope that service problems could be solved over time.

Available staffing posed another problem at the outset for some State and local administrators. The problem was exacerbated in many counties by civil service hiring and salary freezes, many of which had been in place for several years. For example, one site had allocated only a single E&T worker to operate the Program and this individual resigned soon after initial start-up because of the unexpectedly heavy E&T caseload. Rather than replace the worker, the local FSA decided to train its WIN Employment and Training workers to administer the E&T Program. Because these workers were already responsible for a sizeable caseload, they were not able to handle the additional E&T referrals properly. In fact, for several months the local FSA reported on the statewide management information system that all E&T mandatory work registrants were placed in a job search component. During this period, staff did not issue a single appointment letter to food stamp clients to schedule an initial E&T assessment interview.

Some local FSAs reported Program service capacities of less than 50 percent for the applicable local food stamp population. One comprehensive program reported a routine service capacity of only 25 percent of all mandatory work registrants. Consequently, about

⁴ This section is based on anecdotal information. Because data on these issues were not collected on a systematic basis percentages are not provided.

75 percent of the mandatory work registrants at this local FSA were routinely "registered" in the E&T Program yet never received initial appointment letters to schedule assessment interviews. Clients simply continued to receive food stamp benefits without receiving E&T Program services or meeting their employment and training obligations.

Because of the time constraints involved in Program implementation, some administrators also reported that available training for E&T staff was insufficient. Program administrators often said that the dual problems of poor staff training and complicated new Program regulations had a significant impact on the quality of client services and the level of client participation as well as service efficiency.

Finally, a variety of local factors may have affected the capacity of local FSAs to administer the E&T Program including the constraints of local economic conditions and labor markets. For example, one local FSA located in a major urban industrial area, reported problems related to the administration of work experience programs (provided as an E&T component) in unionized labor markets with significant opposition to non-union and unsalaried apprenticeship programs. Some local administrators also cited local employers' negative perceptions of the E&T Program as a factor adversely affecting client services. In some instances, local employers also expressed resentment over having to interview or provide applications for large volumes of job search applicants who appear to be conducting only perfunctory job searches in fulfillment of their E&T requirements. In addition, in areas where local employers have negative views of Federal welfare programs in general, food stamp clients must overcome the stigma associated with being on welfare.

Program Changes

This section examines the extent to which States opted to alter their E&T programs in FY1989 from those in place in FY1988. With regard to participants, States planned to serve fewer participants in FY1989 than they planned for FY1988 -- 1.4 million compared to 1.6 million (see Table 3.1). For example, a majority of States (all but 6) planned to expand the availability of the E&T Program to more areas of their respective States in FY1989. In fact, the number of States planning complete statewide coverage increased from 18 in FY1988 to 26 in FY1989.

The second major area in which States might have been expected to change is the type of service components offered to participants. This could occur for any number of reasons including, for example, the opportunity to add a service component that could not be previously incorporated because of the speed with which the Program was initially implemented. Because States were given the flexibility to design an E&T Program that best fit their unique circumstances, programs would be expected to evolve over time. In fact, most States planned relatively modest changes in service components between FY1988 and FY1989. The largest changes occurred with respect to work experience and vocational education, each dropped by about one-third of the States originally offering these components. At this time, no explanation for these changes is available. Because a number of States also added these components in FY1989, what is being observed here may be a process of experimentation with available options. Because the E&T Program is still new, such changes should be seen as a positive outcome. Rather than adopting rigid approaches to serving food stamp recipients, States appear to be willing to try different ways to help them obtain employment.

The noted changes from FY1988 to FY1989 indicate that E&T is an evolving program. State and local administrators appear to be willing to modify their services and organizational arrangements in response to past experience.

DESCRIPTION OF PROGRAM PARTICIPANTS

This final section examines the characteristics of work registrants selected to participate in E&T Program⁵ (summarized in Table 3.2). The information in this section is derived from data collected from a nationally representative sample of about 13,000 individuals eligible to participate in the E&T Program (see Chapter Four).

⁵ The data presented here differ somewhat from similar information previously presented in the Interim Report (Puma et al., 1988). The difference is attributable to a change in the size of one adjustment used to weight the sample data to national totals (see Appendix A) based on updated information received from one of the local study sites after the preparation of the Interim Report.

TABLE 3.2: NATIONAL CHARACTERISTICS OF ELIGIBLE FOOD STAMP E&T PROGRAM PARTICIPANTS, FY1988 (Weighted Means)

	<u>Percent</u>	<u>95% Confidence Interval (+/-)</u>
<u>DEMOGRAPHIC CHARACTERISTICS</u>		
Age		
Under 22	17.0%	2.4%
22-30	32.1	1.6
31-40	28.9	1.7
Over 40	21.9	1.7
Gender		
Male	56.3%	4.5%
Marital Status		
Currently married	22.9%	6.0%
Divorced, widowed, separated	29.7	3.1
Never married	47.4	8.3
Ethnicity		
White	47.6%	13.5%
Black	45.1	14.2
Hispanic	6.2	2.6
Other	1.1	0.4
<u>HOUSEHOLD CHARACTERISTICS</u>		
Average Household Size	2.24	0.16
Average Number of E&T Participants	1.24	0.04
Household Composition		
Single Adults	55.7%	7.2%
Multiple Adults, no Child(ren)	19.0	2.8
Households with Child(ren)	25.3	3.7

TABLE 3.2: (Continued)

	<u>Percent</u>	<u>95% Confidence Interval (+/-)</u>
Total Income in Last 12 Months		
Less than \$3,001	61.2%	10.1%
\$3,001 - \$6,000	19.2	5.1
\$6,001 - \$9,000	9.5	2.5
\$9,001 - \$12,000	4.8	1.3
\$12,001 - \$15,000	2.5	0.8
More than \$15,000	2.8	0.9
Percent of OMB Poverty Status*		
Missing	2.9%	0.9
Under 75 Percent	72.0	7.5
75 - 150 Percent	20.3	5.4
Over 150 Percent	4.9	1.6
<u>EDUCATION AND WORK EXPERIENCE</u>		
Education		
Less than Grade 12	49.5%	3.5%
High School Graduate	30.4	1.7
G.E.D.	7.7	2.1
Some College	10.7	1.6
College Graduate	1.8	0.5
Labor Market Experience		
Worked During Last 12 Months	52.8%	9.4%
Worked, but not During Last 12 Months	26.2	5.8
Never Worked	21.0	14.0

* The available data allow only a rough calculation of poverty status.

Source: Baseline Interview Forms.

**Demographic
Characteristics**

Individuals required to participate in the E&T Program must be between the ages of 17 and 59. Those food stamp recipients determined eligible for the E&T Program were predominantly between 22 and 40 years of age (the average age was 32 years). However, about one in six were under 22 years, and about one in four were over 40 years of age. E&T participants were also most likely to be male (56 percent), and never to have been married (50 percent). More than half were minorities.

**Household
Characteristics**

Over half of the E&T eligibles resided in single-person households. Another 19 percent resided in multiple-person households without children, and the overall average household size was 2.2 persons. Only about one-fourth of the E&T eligibles had children -- about nine percent were raising their children alone. On average, the E&T households contained 1.24 mandatory participants.

Almost two-thirds of E&T participants had reported annual incomes of less than \$3,000 in the year before certification; about 80 percent had incomes less than \$6,000. Most were well below the established poverty level with almost three-quarters falling under 75 percent of the official OMB poverty line.

**Education and
Employment**

For the most part, the E&T eligibles were poorly educated. About half never completed their high school education. They were also generally not well attached to the labor market. About one-third had no previous work experience, and almost one-quarter had worked before but not in the 12 months preceding their current certification for food stamps.

**Combined
Characteristics**

To help gain a better understanding of the characteristics of E&T participants, Table 3.3 provides the proportion falling into various participant subgroups. Across all three household types, individuals living alone were most likely to be over age 30. Singles (accounting for over half of all participants) were more likely to be male (over two-thirds are men) than individuals in childless multiple-adult households (52 percent) and those in households with children (42 percent). The latter group was the most likely to be female (58 percent). Participants in multiple adult households were the least likely to have worked in the 12 months prior to FSP certification.

**Food Stamp
Participation**

Data from a recent study of a small sample of local FSAs (Usher, Gogan and Koo, 1989) indicate that work registrants spend very little time on the food stamp rolls, about half were estimated to have spells of three or fewer months. In addition, between 66 and

TABLE 3.3: FY1988 NATIONAL CHARACTERISTICS OF E&T PARTICIPANTS, BY SUBGROUP (Weighted Data)

<u>Subgroup</u>	<u>Percent</u>	<u>95% Confidence Interval (+/-)</u>
SINGLES LIVING ALONE	55.7%	7.2%
Male	67.5	3.1
Female	32.5	3.1
Under Age 30	46.8	3.2
Over Age 30	53.2	3.2
Prior Work Experience ^a	53.1	11.6
No Work Experience	46.9	11.6
White	38.1	14.7
Nonwhite	61.9	14.7
Male		
Under Age 30		
Prior Work Experience	15.8	3.7
No Work Experience	13.4	6.0
Over Age 30		
Prior Work Experience	19.2	4.0
No Work Experience	18.8	3.1
Female		
Under Age 30		
Prior Work Experience	10.2	2.7
No Work Experience	7.2	2.2
Over Age 30		
Prior Work Experience	8.1	2.6
No Work Experience	7.4	1.0
White, Male	23.5	9.1
Nonwhite, Male	44.0	11.1
White, Female	14.6	5.8
Nonwhite, Female	17.9	3.9

TABLE 3.3: (Continued)

<u>Subgroup</u>	<u>Percent</u>	<u>95% Confidence Interval (+/-)</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	19.0%	2.8%
Male	51.9	2.5
Female	48.1	2.5
Prior Work Experience	50.7	9.3
No Work Experience	49.3	9.3
Up to Age 30	47.2	2.9
Over Age 30	52.8	2.9
HOUSEHOLDS WITH CHILD(REN)	25.3%	3.7%
Male	42.3	5.6
Female	57.7	5.6
Prior Work Experience	53.9	7.1
No Work Experience	46.1	7.1
Up to Age 30	49.5	3.6
Over Age 30	50.5	3.6

^a Defined as having worked in 12 months prior to FSP certification.

Source: Baseline Interview Forms.

73 percent of the work registrant cases studied had only one spell of food stamp participation in a 33 month period (about one-third return to the rolls within the 33 month period). Consequently, because the first interview with an ETU worker typically takes place about 1-2 months after initial certification, many participants will either already have left the food stamp program or be about to do so by the time the assessment interview is scheduled. This also makes it difficult for ETU workers to keep up with clients after the assessment because many will leave the caseload by the time the E&T process are scheduled to begin.

SUMMARY

This chapter has discussed a broad range of topics related to the nature of the E&T Program implemented by States in FY1988, including the types of services provided, participant exemption criteria and support services, administrative arrangements with other agencies and programs, Program participation levels and costs, and the characteristics of Program participants. A review of these data reveals a number of important themes:

- o E&T was a varied program. Congress intended the E&T Program to be flexible enough to allow States an opportunity to design programs that best suit their unique needs. In this regard, the Program appears to have been successful. States have provided food stamp recipients with a variety of employment and training opportunities, and have provided these services through a wide range of different sources (e.g., JTPA, SESA, local educational institutions, community colleges, and other public and private community-based agencies).
- o FSAs have recognized the needs of individual participants. States have attempted to help participants complete their employment and training programs. Where financial burdens can be a barrier, especially in the case of more intensive service components, States have made an effort to take a more flexible approach to reimbursing them for their out-of-pocket expenses. Many local FSAs have also provided in-kind support services such as child care arrangements and transportation services.
- o State programs reflect new initiatives. Although States could have simply extended their old job search programs to comply with the E&T mandate, this did not occur. About three-quarters

of local FSAs have either implemented entirely new programs, or changed previously existing ones.

- o The Program served a large number of food stamp recipients. By both legislation and regulation, States were permitted to use a wide range of exemptions to determine who among the pool of mandatory work registrants had to participate in the E&T Program. Although States made considerable use of these exemptions, particularly geographic area exclusions, participation in FY1988 was approximately one million mandatory work registrants and volunteers -- about one-third of the total pool of all eligible work registrants.
- o E&T was an evolving program. Comparing Program plans for FY1988 and FY1989 revealed that States learned from their past experiences. Rather than adopting rigid approaches to meet Federal requirements, States appeared quite willing to experiment with new service components. Again, this is an encouraging outcome -- Congress allowed States an opportunity to try different ways to assist low-income persons obtain gainful employment, and States appeared willing to seek alternative ways to achieve this goal. In addition, States substantially expanded services in FY1989 from FY1988 -- participation increased by almost 20 percent between the two years.
- o Most E&T participants faced significant barriers to self-sufficiency. Almost half had not completed high school, and slightly more than half had not worked in the 12 months prior to certification for food stamps. Almost one in four had no prior work experience. However, many of these were individuals who should be easily moved into the labor force. Almost six out of ten E&T participants were single persons living alone, and most of these (68 percent) were men.

IV THE EVALUATION STUDY

Much of the last 25 years of research on the effects of employment and training programs has, as discussed in Chapter Two, led to ambiguous findings because of methodological weaknesses. The fundamental problem has been how to compare outcomes for individuals that received some service(s) with those that would have been observed had the same individuals never received the particular intervention. To overcome the limitations of previous research, the Evaluation of the Food Stamp E&T Program used a classical experimental research design. Program-eligible participants were randomly assigned to one of two groups -- a treatment group required to enroll in E&T and a control group excluded from participation. This use of a randomized experiment yields unbiased (internally valid) estimates of the impact of E&T on participants' employment, earnings, and receipt of public assistance.

This study was unique in that it was also designed to produce estimates of the effect of E&T that could be generalized to the entire population of all participants and all operating State and local FSAs, not just those selected into the study sample. Consequently, the study sample was quite large, consisting of about 13,000 eligible E&T participants drawn from a sample of 53 local FSAs operating in 23 separate States. Most importantly, the sample was nationally representative of the types of food stamp recipients that participate in the Program (including both mandatory and volunteer participants), the different areas in which the Program operates (including large, small, urban, and rural communities), and the various types of service-delivery approaches that are used. The study encompassed therefore, one of the largest sets of individual experimental sites ever included in an evaluation study. Gaining the cooperation of such a large number of sites, and implementing a rigorous experimental design involving hundreds of individual workers was, in and of itself, a major accomplishment particularly in light of the very brief time (about 6 months) allowed to implement the experimental procedures.

This chapter presents the research design used to describe the operations of the E&T Program, and estimate its effect on participants including an overview of the nature of the overall

experimental design, the procedures used to select and recruit study sites, the procedures used to select study participants and randomly assign them to study groups, and the types of data collected. (Additional details are provided in Volume II.) The methods used to estimate the impact of E&T on participants' employment, earnings, and receipt of public assistance are described in Chapter Five.

DESIGN RATIONALE

A program's impact on participants is defined as the difference between the actual outcomes observed for participants and the outcomes that would have been observed if they had not participated. Estimating outcomes for participants is relatively straightforward, typically involving the direct observation of a sample of individuals who received the particular program service. At the heart of all research design problems, then, is the estimation of the counterfactual case, i.e., the outcomes that would have been observed for participants if they had not, in fact, participated in the program under study.

To obtain such estimates, researchers have often tried to identify individuals who are not participants in the particular program, but who are similar to the participants on a range of relevant characteristics. Data are then collected on the experiences of the nonparticipants to provide an approximate estimate of the outcomes that would have been observed for program participants had they not received services. The experiences of participants are then compared, after appropriate statistical adjustment for any measurable initial differences in characteristics, to the experiences of the nonparticipants. Any observed differences in outcomes are then attributed to the effect of the program.

This approach, called a quasi-experimental comparison group design, is a commonly used methodology¹. But, its success depends upon the ability of the researchers to find a group of program nonparticipants that are "comparable" to the program participants. Typically, comparable is defined in terms of some array of

¹ See Chapter Two, in particular all of the CETA evaluations, the evaluation of the early WIN program by Ketron, Inc., the EOPE evaluation and the evaluation of the food stamp workfare demonstrations.

individual characteristics that are presumed to be related to potential differences in program outcomes. Any differences that cannot be controlled for during the process of matching individuals are later used to statistically adjust estimated program effects for any pre-existing differences between participants and nonparticipants.

The fundamental problem with this approach stems from the fact that individuals choose (self select) to enter a program, or to comply with its requirements, for a variety of reasons, many of which cannot be captured by measurable differences in demographic characteristics (LaLonde 1984; LaLonde and Maynard, 1987). For years statisticians have worked to devise methods to model the selection process in order to properly the estimated program effects (Heckman and Hotz 1987; Heckman and Robb 1985). These procedures are subject to considerable controversy, however. Critics point out that it is very difficult, if not impossible, to measure all of the systematic differences between participants and nonparticipants. Consequently, the estimated impacts will reflect not only the program's true effect, but also the effect of any unmeasured individual differences which systematically make participants' outcomes differ from those of nonparticipants.

Because of the problems associated with quasi-experimental designs, experts in program evaluation have strongly recommended the use of an experimental approach. In this approach program-eligible individuals are randomly assigned to either a treatment (the program) or a control (no program) group (Bloom 1984). If this random assignment process is not compromised by either the individuals (e.g., control group members obtaining program services on their own) or program managers (e.g., using personal judgement rather than random assignment to decide who gets services), program participants will not differ in any systematic way from nonparticipants. More precisely, there will be individual-level differences between the treatment and control group, but the expected or average value of these differences will be zero. As a result, a comparison of outcomes for individuals in the two groups yields unbiased estimates of the program's impact.

Because of its these strengths, an experimental design was adopted for use in the Evaluation of the Food Stamp E&T Program. Samples of all eligible participants, including volunteers, were randomly assigned to one of two groups -- a treatment group that was required to participate in E&T and a control group that was

excused from participation. A similar experimental model was used in the recently completed WIN-demonstration evaluations (Gueron, 1990), the Food Stamp Work Registration/Job Search Demonstration (Lerman et al., 1986), and is currently being used in the national evaluation of the Job Training Partnership Act (JTLS Advisory Panel, 1985).

The experimental design used for the E&T evaluation provides unbiased estimates of the effect of E&T on participants' employment, earnings and receipt of public assistance. In addition, by basing the study on a large national sample of local FSAs and participants that represents the natural diversity of the E&T Program as it operated in FY1988, the estimated effects can be generalized to the entire E&T Program.

Nevertheless, it is important to recognize that this design is subject to certain limitations. First, because the study was designed to measure the effect of the E&T Program in a natural setting, the results cannot be used to estimate how those effects would change if the Program had been administered differently. Nathan (1988) distinguishes between two types of evaluation research: demonstration research studies, such as the previous Food Stamp Work Registration/Job Search projects (Lerman et al., 1986), designed to test new programs and/or policy innovations in a limited number of pilot sites; and evaluation research studies, such as the E&T Evaluation, designed to determine the impact of an entire program by generalizing impacts to all participants and local operating entities. Demonstration studies focus primarily on questions of feasibility and the likely direction and magnitude of program effects. Typically, such a study includes the development of specific service-delivery procedures to be tested, and the ability to control the implementation of these procedures at a limited number of service-delivery sites. Evaluation studies, on the other hand, are intended to provide estimates of the effects of an actual program as it operates in response to legislative and regulatory guidelines. As a result, the "treatment" received by participants and the definition of the no-program state faced by those in the control group is dictated by the local operating agencies rather than by the researchers.

Congress mandated that State and local FSAs have the flexibility to design and implement E&T programs that were best suited to their individual needs and conditions. As described in Chapter Three, this resulted in a reasonable amount of diversity among local FSAs

in the type of agency and staff designated to provide E&T services, the types of services provided, the sequence of activities followed by participants, and the types of individuals targeted for participation in the Program. For example, one study site focused its entire E&T program on food-stamp-only cases who had been previously suspended from the State's GA program because of two instances of noncompliance with the required employment program.

This flexibility afforded States was further complicated by the decentralized administrative arrangements that characterize the food stamp E&T Program. Service characteristics result from a web of complex interactions among numerous different governing units (State and local welfare agencies, SESAs, and other external service providers), and individuals (especially the front-line workers). Consequently, the E&T Program is not easily sorted into neat components, each defining a unique type of service. Rather, the nature of the treatment that is the E&T Program, and hence its expected impact on participants, varies in important ways from site to site.

A second limitation of the study design occurs because the study was intended to estimate the effect of the E&T Program as it operated in FY1988. The evaluation therefore had to be designed in a way that would not affect the regular operations of the program and thereby distort the estimated program impacts. In particular, the assignment of eligible program participants to treatment and control groups could not affect the intensity with which services were provided to participants. For example, assigning too many individuals at a site to the control group could result in an increase in the intensity with which services are provided to those in the treatment group, as available resources are spread over a smaller number of participants.

A third design limitation is related to the extent to which study results can be used to disaggregate Program effects. For example, it would be useful to be able to compare differing program approaches or models. But because each local FSA targeted eligible E&T participants and administered the program in a unique way, the data from this study cannot be used to compare the effects of different service models. To obtain such differential estimates would require a research design that randomly assigns the same population of eligible participants to different service-delivery models. Because multiple service models do not normally exist in the same site, this approach was not feasible in a study intended to

estimate the effect of the E&T Program as it currently operates. Consequently, the evaluation results cannot tell us which service delivery model "works best." Absent direct random assignment to different models, observed differences in outcomes may be attributable as much to differences in the populations served or their environment (e.g., labor market conditions) as to the models themselves.

Similarly, the study as it was designed cannot produce separate estimates of the two components of E&T that can produce differences in outcomes -- employment and training services, and sanctions for noncompliance with program rules and requirements. Again, absent direct random assignment to service delivery configurations that vary in terms of services and sanctions, it is impossible to disentangle the effect of the two on participants' outcomes.

Fourth, focusing on a comparison of individuals assigned to either a treatment or control group after they are receiving food stamp benefits means that any site-wide effects on application behavior will be missed. For example, if the E&T Program encouraged some types of individuals to apply for food stamps, or deterred people from applying, these effects could not be seen by comparing treatment and control groups assigned at the point of certification for food stamp benefits.

Fifth, the period of study was limited to 12 months after random assignment. While it is expected that most of the effect of E&T would be observed in this time period, it is certainly possible that the Program may cause some more long-term effects that would escape observation in this period.

Finally, an important, but unavoidable, limitation of the study design is that the results reflect the way the E&T Program operated, and its effects, during the period in which the study was conducted. Because that period was the first year of Program operation, and as discussed in Chapter Three because some initial problems were encountered by State and local administrators, the observed results may reflect some start-up effects that may not be present as the Program matures.

SITE SELECTION AND RECRUITMENT

Sample selection for this study was done in two parts. First a representative sample of local FSAs was chosen, and then E&T eligible participants were randomly selected from within these offices. The first part of this process is described here, while the selection of Program participants is described in a subsequent part of this chapter.

Required Samples

Data on the size of the effects expected from the E&T Program, based on previous research studies, were used to derive the sample sizes required for this study: 60 local FSAs and a total of 12,000 E&T eligible individuals within the selected sites. It was estimated that a sample of this size would, for example, provide the ability to detect a five percentage point overall Program impact on participants' employment at a five percent statistical significance level, with 80 percent power. That is, if the true Program effect on employment rates is five percentage points, this sample has an 80 percent chance of detecting a statistically significant effect. Sub-samples would, of course, have a lower power to detect significant differences.

The Sample of State local FSAs

The required sample of 60 local FSAs was selected from a total of approximately 1,610 agencies (usually counties) operating in the 48 contiguous States and the District of Columbia in FY1988. Those local FSAs not planning to participate in the Program were dropped from further consideration, as well as those with expected levels of participation of less than 50 enrollees per month (because of the previously discussed concerns about treatment intensity bias). These deletions reduced the number of local FSAs from which the sample would be selected from 1,610 to 410, but eliminated only about 15 percent of all E&T participants².

² The data used to construct the sampling frame for the selection of local FSAs were originally developed using information on the estimated number of E&T referrals included in State Plans submitted to FNS for FY1988. Because it was determined that the estimated figures were changing as States began to move forward with program implementation, FNS Regional Office staff were asked to verify Program data. This was accomplished during November, 1987 to obtain the most accurate information on which to select the study sample. These data would also later form the basis for extrapolating the study findings to the national program level.

Next, the initial pool of 410 local FSA's was divided into three groups based on the service delivery configurations reflected in State service plans for FY1988:

- o Model 1: sites planning to offer only individual job search;
- o Model 2: sites planning to offer job search training, with or without job search;
- o Model 3: sites planning to offer more intensive services (e.g., basic or vocational education, work experience) to at least 10 percent of the mandatory participants.

Initially, the desired sample of 60 local FSAs was to be allocated to these three strata in proportion to the estimated number of E&T participants that States expected to serve in FY1988: 36 percent in Model 1 FSAs; 18 percent in Model 2 FSAs; and 46 percent in Model 3 FSAs. Because this allocation would have resulted in too few sites in the Model 2 stratum, the sample was reallocated using the square roots of the aggregate measures of size for each strata to yield the following sample representation:

<u>Model</u>	<u>Number of Sites</u>	<u>Estimated Study Sample</u>
1	20	3,637
2	15	2,577
3	25	5,786
Total	60	12,000

Within each stratum, large agencies serving over 100 E&T participants per month were selected with certainty. The remaining sites were selected with probability proportional to size, i.e., larger sites had a greater chance of being selected. Three local FSAs selected in this manner were subsequently found to be operating multiple service sites or offices within their designated catchment areas. In each of these local FSAs, two service sites were randomly selected for inclusion in the study sample.

Site Recruitment

Obtaining the cooperation of a large national sample of State and local FSAs proved to be one of the most difficult aspects of this project, particularly in light of the short time available for this phase of the study (only 6 months). Because the evaluation was implemented during the early start-up of the E&T Program, managers were understandably worried about the burden that would be imposed on already overloaded staff. Through an intensive effort to allay sites' fears and to adapt the study, where possible, to accommodate local problems, the project staff succeeded in recruiting a representative sample of local sites with relatively few losses.

Site recruitment began following the random selection of the initial study sample of 60 local FSAs. The first recruitment activity involved a presentation at the National Conference of Food Stamp Directors in Kalispell, Montana. The presentation described the study objectives and procedures, sought some initial support for participation in the evaluation, and addressed specific concerns about the study. State Directors tended to raise three major concerns: the expected burden on program staff (Directors expressed concerns about being underfunded and understaffed); the potential for problems associated with the denial of services to individuals assigned to the control group; and the potential use of evaluation data to monitor program compliance of participating State and local FSAs. The first concern was addressed by providing, where necessary, on-site data collectors; the remaining concerns were addressed by careful and complete explanation of the study design and the requirements for maintaining the confidentiality of any data collected as part of this evaluation.

Next, the selected State and local FSA directors were invited to attend one of three regional meetings held in San Francisco, Atlanta, and Washington, D.C. during the latter part of November 1987. The purpose of these meetings was to allow project staff to explain the operation of the E&T evaluation, to answer questions and address any concerns or problems related to the implementation of the random assignment procedures and/or the planned data collection activities, and of course to gain commitments to participate in the E&T evaluation. Examples of the concerns that were raised included: legal requirements regarding the exclusion of the control group from food stamp program requirements; the counting of control group members toward State performance standards; implications for existing recordkeeping systems; and probably the most common worry, the

office staff. These meetings were also used to obtain some preliminary information about State and local program operations that could help the project staff design study procedures that would conform, to the extent possible, with ongoing administrative arrangements and procedures.

Of the 60 sites originally sampled, 13 refused to participate in the evaluation study, six of them in three States that refused at the outset to participate. Seven sites were subsequently found not to be implementing an E&T Program in FY1988 and were dropped from the study sample. Where possible, similar back-up sites were randomly selected to replace sites that were lost during the recruitment process. However, time constraints limited the process of selecting and recruiting sites, and it was eventually decided to implement the study in a sample of 55 local FSAs. Subsequent problems with random assignment procedures in two sites, described below, eventually reduced the ultimate sample to 53 sites in 23 States (see Table 4.1).

By design, then, the evaluation sample includes representation of the three predominant types of service delivery models: sites offering only individual job search; sites offering primarily job search training or some combination of individual job search and job search training; and sites offering more intensive services (education, vocational training, work experience) to more than ten percent of their E&T participants. In addition, by being national in scope, the evaluation sample reflects broad variation in local circumstances that may have some effect on the nature and magnitude of the impact of the E&T Program. The sites range in size from small rural offices serving as few as 56 participants per month, to large urban centers serving in excess of 5,000 participants per month. The sites also vary in terms of their operational characteristics (see Chapter Three), and in terms of external factors expected to affect the Program's success. For example, unemployment rates during the period of this study ranged from a low of three percent to a high of 17 percent among the selected communities.

**TABLE 4.1: LIST OF LOCAL FOOD STAMP AGENCIES (COUNTIES)
PARTICIPATING IN THE E&T EVALUATION**

Allegheny, Pennsylvania	Madison, Indiana
Anderson, South Carolina	Maricopa, Arizona
Anderson, Tennessee	Marion, Oregon
Arapahoe, Colorado	Marion, West Virginia
Baton Rouge, Louisiana	Mercer, West Virginia
Bexar, Texas	Milwaukee, Wisconsin
Blair, Pennsylvania	Mobile, Alabama
Brazos, Texas	Multnomah, Oregon
Caddo, Louisiana	New York City, New York
Calcasieu, Louisiana	Nueces, Texas
Catham, Georgia	Omaha, Nebraska
Cook, Illinois	Ouachita, Louisiana
Dallas, Texas	Passaic, New Jersey
El Paso, Texas	Philadelphia, Pennsylvania
Etowah, Alabama	Provo, Utah
Fayette, Kentucky	Richland, South Carolina
Harris, Texas	Roanoke, Virginia
Hidalgo, Texas	San Diego, California
Hillsdale, Michigan	Shawnee, Kansas
Houghton, Michigan	Tarrant, Texas
Jackson, Alabama	Travis, Texas
Jackson, Michigan	Tulare, California
Jefferson, Kentucky	Westmoreland, Pennsylvania
Kent, Michigan	Wyandotte, Kansas
Kenton, Kentucky	Yolo, California
Lake, Indiana	
Linn, Oregon	
Los Angeles, California	

SELECTION OF THE E&T PARTICIPANT SAMPLE AND RANDOM ASSIGNMENT

This section describes the process used to select the sample of E&T-eligible study participants, and to assign individuals randomly to either the treatment or control group.

The Treatment

As previously discussed, perhaps the single most important feature of this evaluation is the random assignment of eligible E&T participants to treatment and control groups. Comparing outcomes for the two groups yields a unbiased estimate of the Program's effect. An important part of such a design is that the point of random assignment essentially defines the treatment that is being studied. That is, the experiences of those individuals assigned to the treatment group after the point of random assignment defines the program whose effects are being estimated.

There are two types of E&T participants: nonexempts who are required by regulation to participate in the Program and volunteers. Nonexempts are generally considered to be able-bodied adults who are not precluded from obtaining regular employment by virtue of specified constraints (e.g., caring for young children). A failure by these individuals to comply with E&T requirements may result in a termination of their food stamp benefits. Volunteers, on the other hand, are exempt from mandatory E&T participation and from sanctions for noncompliance. However, the 1985 Act encourages States to serve food stamp recipients who wish to participate. Nationally, it is estimated that about six percent of the E&T population is made up of volunteers (see Chapter Three). Both groups were included in the study sample for the E&T evaluation using the procedures described below.

Local FSAs are required, as part of the certification or recertification process, to determine the E&T exemption status of each food stamp recipient, including every individual in multi-person households. This determination point was used for random assignment for two reasons. First, and most important, it is the first point at which the E&T Program is expected to have an impact on participants. That is, some food stamp applicants may view the requirement to participate in E&T as too demanding and may choose not to participate in the Food Stamp Program at once rather than comply with the work requirements. To randomly assign individuals at some later point, for example at the time of assignment to a service component, would ignore this possible

effect³. Second, the certification interview provided a convenient point for caseworkers to collect the needed baseline data on the characteristics of study participants.

The decision to assign individuals randomly at the point of E&T exemption determination does, however, have important implications for the interpretation of study findings. That is, the estimated effect of E&T represents the impact of the Program on those who received services, as well as those who received no services, but could have been affected by the requirement to participate in the Program⁴. For example, those not receiving services might leave the Food Stamp Program sooner than they would in the absence of E&T, or might be sanctioned for noncompliance. To focus only on those who actually received services would incorrectly estimate effects only for those who were not only required to participate in E&T, but who were also willing and motivated enough to reach the point of entering a service component. And, as will be discussed in Chapter Six, this latter group represents only about 47 percent of those originally determined nonexempt for Program participation.

Participant Sample Selection

Once the State and local FSAs were recruited for the E&T evaluation, the desired sample of 12,000 E&T-eligible individuals was allocated to the selected study sites using the square root of the expected level of E&T participation in each site (this was used because the original intent was to construct a self-weighting samples). The resulting site-specific samples were then used to define the rate at which participants would be randomly assigned to yield the desired sample over a three-month intake period⁵.

³ In Chapter Eight it is shown how the estimated impacts would be different if computed over only those individuals who actually received E&T services.

⁴ This same definition was also used by MDRC as part of the well-publicized evaluations of the WIN-demonstrations (Gueron, 1990).

⁵ Because the flow of E&T participants was, in a number of offices, lower than expected, the sampling rates were adjusted during the course of the random assignment process. Consequently, sampling weights were adjusted to reflect this change by linking study participants to the time frame in which they were selected. The derivation of the sampling weights is described in Appendix A.

This was done by dividing the expected number of E&T eligibles, as estimated by each local FSA, by the desired sample size to calculate a sampling rate for each site. For example, if the estimated sampling rate was four, the random assignment process for that site would be designed to select one study participant out of every four individuals determined to be nonexempt for the E&T Program (or a volunteer).

In six of the sampled local FSAs, particular classes of eligible E&T participants were excluded from the study and were, therefore, not subject to random assignment:

- o In one State (accounting for five local FSAs), the State legislature had passed a law requiring that all 18-25 year old GA recipients participate in the State's comprehensive employment and training program. Because the State's legal counsel would not grant a waiver for the purpose of this study, and because this provision prevented the creation of a control group that would include these individuals, all E&T-eligibles in this category were excluded from participation in the evaluation in these five sites.
- o In one site, concerns about the burden of complying with the evaluation's requirements limited the study to offices dealing with only non-public assistance cases (i.e., those receiving only food stamps). As a consequence, all GA clients, constituting about 87 percent of the site's E&T eligible population, were excluded from random assignment.

Adjustments for the exclusion of these categories of eligible E&T participants have been included in the statistical procedures used to extrapolate information about the study sample to the population of all E&T participants (see Appendix A).

Random Assignment

Preparation and Training. Before initiating the random assignment process, project staff conducted two rounds of site visits to each of the selected local study sites. The first visits took place between January and March of 1988; the second round between March and May, 1988. The purpose of the first visit was to complete the Program Operations Inventory (POI) form, which provided some basic information about the operation of the E&T Program at the local site, and to determine how the planned random assignment and data collection procedures could be implemented within the current structure of the local office. In particular, it was important to learn how clients flowed through the system and to identify the

point at which applicants were determined to be nonexempt E&T participants (which was the desired point of random assignment).

In addition, this first visit was used to identify a site coordinator for each local FSA. This individual was typically an IM supervisor or lead worker who agreed to serve in this capacity for the duration of the study. In addition to maintaining control of the random assignment process, this individual had several on-going responsibilities: keeping track of all individuals who were randomly assigned particularly with regard to the outcome of the certification process; ensuring that Baseline Information Forms (BIF) were completed and forwarded to the evaluation contractor on a weekly basis; ensuring that ETU staff completed the necessary Client Participation History Forms (CPHF); and serving as the primary point of contact for project staff. In 24 of the 53 local offices, on-site data collectors were hired to serve as site coordinators, implement the random assignment process, and obtain the baseline data; local staff in these sites completed the CPHF.

Project staff used the time between the two site visits to develop site-specific training manuals. Three basic types of manuals were developed: one for the local site coordinator; one for the eligibility workers who were responsible for implementing random assignment; and one for the ETU staff who were responsible for completing the CPHFs. The second visit was then used to train all local staff in implementing the random assignment process and in the required data collection procedures. In some of the larger offices, this required training over 100 people.

Defined Unit of Random Assignment. Although the E&T Program provides services to individuals, the outcomes of interest include both effects on individuals (employment and earnings) and households (food stamp benefits). The choice of a unit of random assignment, therefore, has important implications for the ability of the study to obtain unbiased estimates of Program effects.

The unit of random assignment used in this study was any food stamp household that contained at least one nonexempt or volunteer E&T participant. This choice was made for two reasons. First, if individuals rather than households were randomly assigned, estimated household level impacts would be systematically understated (whether they were positive or negative). For example, if the household contained two nonexempt persons, one assigned to the treatment group and one to the control group, the household

level effects would neutralize each other thereby producing a downward bias on the overall estimates. Second, using the individual as the unit of random assignment would have an even more serious effect on individual-level outcomes. Labor supply decisions are typically made jointly, rather than independently, within multi-person households. If, for example, one able-bodied household member finds a job, this may result in the reduction in the labor supply of other members of the household (referred to as labor substitution). Assigning different household members to different study statuses could, therefore, interfere with the normal process of household decision-making, and could artificially induce differences between the treatment and control group samples.

Duration of Random Assignment. As originally conceived, the process of random assignment was to take place during a period of three months in each of the selected study sites. Although it would have been easier to acquire the desired sample more quickly, concerns about the possible impact of the study on normal program operations dictated the longer random assignment period. Concern for possible treatment-intensity bias also led to a decision to restrict the rate of sampling (i.e., the proportion of all E&T participants who were randomly assigned either to the treatment or control group) at any individual site to a maximum of 40 percent in a given month.

As a result, the actual random assignment process involved allocating nonexempt and volunteer individuals to one of three groups -- the evaluation treatment group, the evaluation control group, and non-study participants. Those assigned to the treatment and non-study groups were admitted to the E&T Program, those assigned to the control group were excluded from Program participation for 12 months (the defined period of required E&T participation). However, data were collected only for those assigned to either the treatment or control group.

Specific Random Assignment Procedures. As discussed above, random assignment was done at the point of initial determination of nonexempt E&T status. Except in those few offices that required food stamp applicants to participate in E&T prior to food stamp certification, individuals were not actually considered a part of the study sample until they were certified for food stamp benefits. Individuals who were randomly assigned and subsequently denied benefits were not included in the study sample.

Random assignment procedures were implemented separately within each study site using a consistent set of predetermined procedures (see Figure 4.1). To avoid difficulties associated with having large numbers of individual caseworkers implement the random assignment procedures, thereby increasing the risk of nonrandom assignment, the process was centralized within each office. A single individual, the site coordinator, was designated and trained to control the random assignment decisions. When an IM worker determined that a household met the specified E&T Program criteria⁶, he/she contacted the designated site coordinator and provided the last four digits of the Social Security Number of the designated applicant for the household (this individual may or may not have been the person determined to be E&T-eligible). The site coordinator then used a site-specific random assignment table to determine the household's treatment or control status. An example of a random assignment table is shown in Figure 4.2. Local study coordinators matched the applicant's Social Security Number against this list to determine the study status of the entire household.

Information on all households assigned to either the treatment or control group was recorded on a Client Tracking Log (see Appendix B). Each log had space to record the following information: applicant's name and Social Security Number; food stamp case number; date of random assignment and assigned group (treatment or control); the name and Social Security Number of each nonexempt or volunteer E&T participant in the household; and whether the case was certified or denied for food stamp benefits. Each form was designed to record up to four cases with centrally assigned identification numbers for each case pre-printed on the form ; this number was also recorded on the Baseline Interview Form. The Tracking Logs were maintained by the respective local site coordinators, with copies sent to the evaluation contractor biweekly.

⁶ In two sites, random assignment was done using nightly runs of computer-generated notices scheduled to be sent to nonexempt E&T participants. These letters (produced at the State office) were pulled on a daily basis and randomly assigned to one of three groups based on Social Security Number as in other sites.

FIGURE 4.1: RANDOM ASSIGNMENT PROCEDURES

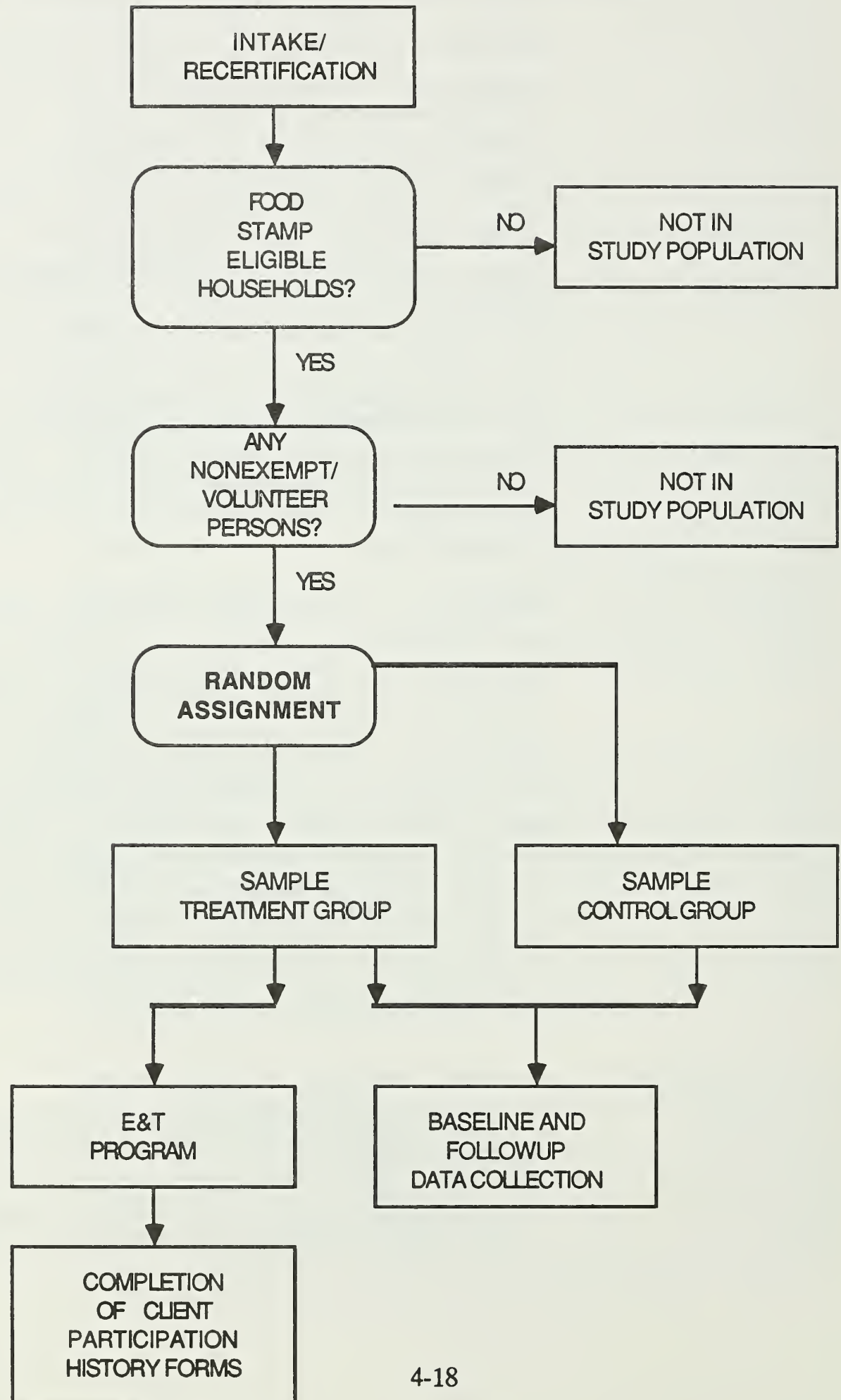


FIGURE 4.2: EXAMPLE OF RANDOM ASSIGNMENT TABLE

<u>Random Assignment Decision Table</u>			
<u>Lower Bound</u>		<u>Upper Bound</u>	<u>Study Status</u>
0000	-	0087	TREATMENT
0088	-	0175	TREATMENT
0176	-	0999	OUT
1000	-	1087	CONTROL
1088	-	1175	CONTROL
1176	-	1999	OUT
2000	-	2087	CONTROL
2088	-	2911	OUT
2912	-	3735	OUT
3736	-	4559	OUT
4560	-	4647	TREATMENT
4648	-	4735	CONTROL
4736	-	4823	CONTROL
4824	-	4911	TREATMENT
4912	-	4999	CONTROL
5000	-	5823	OUT
5824	-	5911	TREATMENT
5912	-	6735	OUT
6736	-	6823	TREATMENT
6824	-	6911	TREATMENT
6912	-	6999	CONTROL
7000	-	7087	CONTROL
7088	-	7175	CONTROL
7176	-	7999	OUT
8000	-	8087	CONTROL
8088	-	8175	TREATMENT
8176	-	8999	OUT
9000	-	9087	TREATMENT
9088	-	9911	OUT
9912	-	9999	TREATMENT

The Logs were used to keep track of all individuals who were randomly assigned, and most importantly to record the eventual certification status of each case. Recall that random assignment normally took place at the time of application for food stamps, but only cases that were eventually certified for benefits were included in the study sample (where applicants were referred to job search all applicants were included in the study sample). In total, close to 30,000 applicants were randomly assigned, but only about 13,000 were eventually certified for food stamps and included in the study sample. Baseline Interview Forms for denied cases were collected but not keypunched.

During the initial stages of random assignment, it was found that work registrants were being assigned to the study sample at a lower rate than originally anticipated. Discussions were held with local FSA office staff and site visits were conducted to three local sites (those with particularly severe shortfalls) to determine the cause of the problem. The finding was that local FSAs had over-estimated the flow of new E&T participants at the start of the evaluation, and these estimates had been used to calculate the random assignment algorithms. The algorithms were modified to ensure that an adequate sample was obtained for the duration of the study and in some instances the period of random assignment was extended. The sampling weights used to inflate the sample to national totals were computed in a way that took this varying probability of selection into account. Weights assigned to individual study subjects were based on when individuals were randomly assigned, and the sampling rate in effect at that time (see Appendix A).

Of the 55 original study sites, 13 had no initial problems implementing the random assignment process. In 36 sites the flow of E&T referrals had been overestimated due to problems such as the erroneous inclusion of non-food stamp employment and training program cases, poor estimation procedures, or seasonal fluctuations in employment. In some instances, data for a wider geographic area than covered by the selected study site were used to produce the estimates. In four sites, workers were initially lax in their attention to the random assignment procedures, as heavy caseload assignments caused study procedures to take a back seat to the more pressing problems of dealing with clients. Finally, agency reorganization and high rates of staff turnover disrupted the initial stages of random assignment in two sites.

All random assignment problems were quickly fixed except in two sites where the problems were considered particularly severe. Rather than jeopardize the study findings, it was decided to drop these sites from the ongoing study. This resulted in a total sample of 53 local FSAs for the impact and cost analyses.

Of the original sample of 13,086 individuals, 6,376 (49 percent) were assigned to the treatment group and 6,710 (51 percent) to the control group. Those assigned to the treatment group received the same Program services they would have received in the absence of the evaluation. Those assigned to the control group were excused from the E&T requirements for a period of 12 months -- the duration of the evaluation Followup Survey period. Baseline and followup data were obtained for individuals in both the treatment and control groups. The period during which applicants were randomly assigned varied among the different sites, but the earliest starting date was March 16, 1988 and the latest was June 15, 1988. The concluding dates ranged from July 1, 1988 to September 20, 1988.

Results of Random Assignment

As previously discussed, random assignment provides comparable participants in the treatment and control groups, so that outcomes for the control group could be interpreted as what would have happened to the treatment group in the absence of the E&T Program. When properly implemented, random assignment ensures that simple comparisons of means and proportions will yield unbiased estimates of impacts. If the random assignment process is imperfectly implemented, however, these comparisons may not yield valid estimates. This section examines the characteristics of the individuals assigned to the treatment and control group to determine if the resulting samples are, in fact, comparable.⁷

⁷ The data discussed here differ substantially from those presented in Chapter Three. In Chapter Three participants were weighted to provide estimates of the characteristics of the total E&T population. The information presented here, however, focuses on unweighted means, i.e., a description of the sample as it was drawn. The purpose of this section is not to determine how well the sample represented the national population, but simply how well the two halves of the sample (i.e., treatments and controls) matched each other. Unweighted means are more appropriate for this purpose.

As shown in Table 4.2, the treatment and control groups were extremely similar in their demographic characteristics. Sixty percent of participants in both groups were between the ages of 22 and 40, while about 16 percent were younger and 23 percent were older. Males predominate, comprising 58 percent of the sample in both groups. With regard to marital status, nearly a quarter in each group were currently married, nearly half had never been married, and the remainder were divorced, widowed, or separated. Finally, about half of all participants were Black and most of the remainder White, with some nine percent Hispanic or of some other ethnic group.

Similarly, the two groups were quite comparable in the distribution of household size, household type, and the number of E&T participants. In both groups, over half the sampled households consisted of a single individual, and about 90 percent of the sampled households contained just one E&T participant. About half of the multi-person households consisted of two married adults plus dependent children, or a single female with her dependent children. The remaining households consisted of childless couples and groups of unrelated adults.

The treatment and control groups were also well matched with regard to sources and total amount of income. The one important exception is GA which was received by 15 percent of the treatment group, but by 19 percent of the control group. Sixty percent of households in each group reported annual incomes under \$3,000, another 18 percent between \$3,000 and \$6,000, and only two percent above \$15,000. Likewise, 24 percent of households in each group had earnings, and two to seven percent had each of a number of other kinds of income, including AFDC, Social Security, and Child Support.

With regard to education, the distributions were nearly identical between the two groups: just over half did not finish high school, 36 percent obtained a high school diploma or a G.E.D. but went no further, and the remaining 12 percent attended or graduated from college. The statistics on labor market experience were, however, less comparable. While equal proportions of the treatment and control groups worked during the 12 months prior to random assignment, the proportion of participants that had worked in the more distant past is 31 percent for the treatment group versus 27 percent for the control group. Consequently, the treatment group contained a smaller proportion of participants who never worked.

TABLE 4.2: DEMOGRAPHIC CHARACTERISTICS OF TREATMENT AND CONTROL GROUP MEMBERS (Unweighted Percentages)

<u>DEMOGRAPHIC CHARACTERISTICS</u>	<u>Treatment</u>	<u>Control</u>
Age		
Under 22	15.6%	16.6%
22-30	31.5	30.5
31-40	30.0	29.4
Over 40	22.9	23.6
Gender		
Male	58.4%	58.1%
Female	41.6	41.8
Marital Status		
Currently married	23.6%	22.9%
Divorced, widowed, separated	28.9	27.9
Never married	47.5	49.1
Ethnicity		
White	41.6%	41.1%
Black	49.9	49.4
Hispanic	7.6	8.5
Other	0.8	1.0
<u>HOUSEHOLD CHARACTERISTICS</u>		
Household size:		
1	53.1%	53.2%
2	17.0	17.1
3	12.1	11.7
4	8.9	8.6
5 or more	8.9	8.9
Household type:		
Single person	47.7%	47.8%
Multiple adults, no child(ren)	21.0	21.5
Households with child(ren)	31.3	30.7

TABLE 4.2: (Continued)

	<u>Treatment</u>	<u>Control</u>
Number of E&T participants:		
1	89.6%	89.1%
2	9.4	9.6
3 or more	1.0	1.3
 <u>INCOME AND PUBLIC ASSISTANCE</u>		
General Assistance	15.0%	19.0%
Earnings	24.0	23.9
Social Security/Pensions	5.9	5.5
AFDC	7.1	6.5
Medicaid	6.6	6.5
Child Support	3.7	3.3
Unemployment Benefits	2.3	2.5
Public Housing	2.8	2.8
Other Housing Assistance	1.9	1.6
 Total income in past 12 months:		
Less than \$3,001	59.6%	60.6%
\$3,001-\$6,000	18.2	18.1
\$6,001-\$9,000	9.6	8.9
\$9,001-\$12,000	4.2	4.1
\$12,001-\$15,000	2.2	2.1
More than \$15,000	2.4	2.2
 Percent of OMB Poverty Status		
Missing	3.8%	4.0%
Under 75 Percent	71.4	71.4
75 - 150 Percent	20.4	20.3
Over 150 Percent	4.5	4.4

TABLE 4.2: (Continued)

EDUCATIONAL BACKGROUND AND LABOR

MARKET EXPERIENCE

Treatment

Control

Education

Less than grade 12	52.1%	51.7%
High school graduate	28.7	28.5
G.E.D.	7.3	7.9
Some college	10.1	10.2
College graduate	1.8	1.7

Labor Market Experience

Worked during last 12 months	52.6%	53.1%
Worked, but not during last 12 months	30.7	27.0
Never worked	16.7	19.9

Source: Baseline Information Forms.

In summary, the treatment and control groups are well matched on measurable characteristics with the exception of small differences in the receipt of GA (higher for controls) and the proportion with work experience more than 12 months prior to certification (higher for treatments). Based on contacts with staff at the participating sites, there is no reason to believe that the random assignment process was distorted in any way. Further, an examination of sample characteristics at the local agency level also indicates that differences were randomly distributed, and unlikely to be caused by problems in implementing random assignment. Any differences between the two groups are, therefore, judged to arise by chance rather than systematic differences in random assignment. Chapter Five discusses procedures used to control for any baseline differences in estimating the effect of E&T on participants' employment, earnings, and receipt of public assistance benefits.

DATA COLLECTION

This section describes the types of data that were collected for use in this study. The discussion is divided into two parts: participant-level data collected on study individuals and their households; and site-level data collected about E&T Program operations and costs.

Participant Data

Study participant-level data were derived from four sources: a Baseline Information Form (BIF) completed at the time of food stamp certification; a Client Participation History Form (CPHF) used to record information on the E&T participation experiences of those individuals assigned to the treatment group; administrative records of food stamp benefits; and a combination of in-person and telephone surveys of study participants for a period of 12 months after random assignment. Each is described below, and copies of all participant data collection forms are provided in Appendix B.

Study Participant Baseline Data. A Baseline Interview Form (BIF) was completed by IM caseworkers or on-site data collectors for each study participant, including both treatment and control group members. Sources included documentation provided for food stamp certification, information available in the case record, and a limited number of questions posed during the certification/recertification interview. The BIF was used to obtain information needed to locate study participants for the followup interviews (telephone numbers were obtained, where possible, for two non-household members who would know the individual's

future whereabouts), and to collect data needed to adjust for survey nonresponse and improve the precision of the impact estimates (see Chapter Five and Appendix A). Baseline information included household-level data on current sources and amounts of earned and unearned income, the demographic characteristics of all household members, and information on the prior education, training and work experience of each E&T participant in the household. Baseline information was collected on 13,086 E&T participants representing a total of 10,480 households.

E&T Program Participation History. For individuals assigned to the treatment group, a Client Participation History Form (CPHF) was completed by local ETU staff to record data on participants' E&T experiences. For all major Program-related events, the ETU workers recorded the date, a description of the action, and a code that most closely corresponded to the recorded activity. (A list of codes was provided on the form, with means for recording other codes.) This information was used in analysis to define the nature of the treatment received by each study participant assigned to the E&T Program.

Of the original sample of 6,376 E&T eligibles in the treatment group, CPHFs were obtained for 4,591 individuals (72 percent). Reasons for this shortfall include: individuals leaving the Food Stamp Program before initiating contact with their assigned ETU caseworker (the point at which the CPHF was initiated); failure of some ETU workers to complete a CPHF for some study participants despite instructions to do so; and the complete loss in transmission of all forms for one site. A total of 42 sites provided information on over half of the treatment group sample; 32 provided information for over three-fourths of the original sample.

Although the precise effect of this incomplete information is unknown, an examination of the characteristics of individuals for whom CPHFs are missing indicates that on measurable characteristics the missing individuals closely resemble those for whom CPHFs were received.

Food Stamp Benefits. In addition to self-reported information obtained from the followup surveys (described below), data on the monthly receipt of food stamp benefits by all study participants were obtained from State administrative records for a period of 12 months after random assignment. In most instances, this was done electronically by matching computer records of participant

identifiers (from the BIF) against State master issuance files. In five sites, data were abstracted by hand from case records, either by project staff or by local FSA caseworkers.

As with the CPHFs, however, data were not received for all study participants for all 12 months after random assignment. Of the original sample of 10,480 households, data were obtained for 9,001 (86 percent). But complete 12 month data were not available for many of these households. For the most part, this lack of complete information stems from three types of problems: noncooperation by State FSAs -- one State (representing one local site) provided no data at all, and another five States (representing 10 local sites) could not provide data for the complete 12 month followup period; programming difficulties encountered by State personnel in two States (representing six sites) resulted in questionable data for some months, data which were excluded from the analysis files ; and, most States failed to find matches for some study participants between the identifying information collected at the baseline interview and that residing in the State issuance files. The latter problem was a result of either mismatched Social Security Numbers, or data being purged from State files between the time of random assignment and the date of the requested computer-match.

Altogether, some data were obtained for all study participants in 29 study sites, and for at least three-quarters of the study sample in 48 study sites.

Followup Surveys. The followup surveys consisted of three interviews with each sampled study participant, including both treatment and control group members. The interviews took place at approximately four-month intervals after random assignment to produce a year's worth of historical information about the individual's employment status, income, and receipt of various public benefits. The first wave interviews were all done in person, while second and third wave interviews were done by telephone whenever possible. (Where required, the interviews were done in Spanish.) In the third wave, all individuals who could not be located by telephone were interviewed in person. In the second wave, however, resource constraints limited the in-person interviews for individuals who could not be contacted by telephone to half of the original sites (sites designated for in-person interviews were selected at random).

The data collected during the followup surveys included: for each study participant, a complete month-by-month job history (dates of employment, type of job, wages, hours worked including overtime, and job-related expenses); for each study participant, receipt of employment and training services from any source, and associated costs and/or subsidies; and, for the entire household, receipt of unearned income, by source and by month, and monthly earnings for every household member who was not a study participant. Information on employment and training services was collected only at the time of the first wave followup survey, approximately four months after the date of random assignment.

For the first wave, interviewers were provided with both addresses and telephone numbers from the BIF and were instructed to call the respondents first, if a telephone number had been provided, in order to set up an appointment for an interview. In cases where a telephone number was not provided, interviewers went directly to the provided address and completed the survey. Because of the long sampling period, and the normal delays involved in locating respondents, some interviews conducted during the second wave actually gathered information on a full 12-month period from the time of random assignment. About 740 such interviews were completed during the second wave. In these cases, no third wave interviews were attempted.

The followup surveys encountered a number of unexpected problems which resulted in significantly lower than anticipated response rates. Of the original 13,086 E&T eligibles who were randomly assigned, first wave followup surveys were completed for 66 percent; complete 12-month data were obtained for only 50 percent (see Table 4.3). The previous Work Registration/Job Search Demonstration (Lerman et al., 1986) reported similar problems locating study participants -- that study's overall response rate was 64 percent after three months, and 51 percent after six months.

Three major factors contributed to this lower than expected response rate:

- o Extreme mobility on the part of the respondents. For example, almost one third of the respondents who were located during the first wave of interviewing, about four months after random assignment, had changed addresses since random assignment. In addition, by the time of the

TABLE 4.3: NONRESPONSE TO THE FOLLOWUP SURVEYS

Randomly Assigned and Baseline Interview Completed	13,086
Missing Data Needed for Followup Survey	202
First Wave Followup Survey Attempts	12,884
First Wave Completed Cases	8,516
First Wave Response Rate ^a	(66%)
Second Wave Followup Survey Attempts ^b	7,636
Second Wave Completed Cases	6,631
Second Wave Response Rate	(87%)
Third Wave Followup Survey Attempts	7,001
Third Wave Completed Cases	5,701
Third Wave Response Rate	(81%)
Total Sample With 12 Months of Followup Data	6,440
Total Response Rate	(50%)

^a Response rate = (Number Completed/ Number of Attempts).

^b This figure is less than the number completed in the First Wave because field interviewing for individuals without telephones was conducted in only half the sites in the Second Wave survey. All sites were, however, included in the Third Wave Survey.

third wave (about 8 months later) at least 50 percent of the remaining respondents were not at the telephone number they provided during the first followup survey.

- o Limited verification of addresses by the local Food Stamp office. The addresses obtained during the baseline interview sometimes turned out to be vacant lots or unoccupied houses. Additionally, the addresses of food stamp recipients who have moved are seldom updated by local FSAs in offices where benefits are not mailed and, as a consequence, office staff could not help in locating respondents.
- o A large contingent of the sample are homeless individuals. It is estimated that about eight percent of the individuals selected in the sample were homeless at the time of random assignment and the completion of the baseline interview (the source of information needed to later locate study participants).

Certainly the largest problem was the mobility of the respondents. Once a respondent was located, obtaining his or her cooperation was not a major problem. Only 2.5 percent of the located respondents actually refused to provide information to the interviewers. However, during the approximately four months between the baseline date and the date of the first followup interview, almost one-third of the respondents changed addresses at least once. It would certainly be a reasonable assumption, therefore, that an even higher percentage of the nonrespondents also changed addresses. This pattern was consistent in the subsequent waves of data collection as well.

In attempting to locate those respondents who had moved or were homeless, contact was made with the local FSA in which they had first applied for benefits. In general, the staff at these offices were helpful in searching their files and providing any available information. However, because administrative procedures vary as to the requirement for respondents to provide updated addresses, and because many of the respondents were no longer receiving food stamps by the time of the first followup survey, the percentage of cases for which new information was available was extremely low, typically less than ten percent of the requests made for additional data. Interviewers frequently reported that they would arrive at an address provided by the local FSA to find a vacant lot or a boarded-up house. According to local office staff, because

addresses are often not verified, and this is apparently known by at least some clients, false addresses are not uncommon.

Locating respondents was further impeded by the number of single persons and the number of homeless in the sample, both groups having particularly high rates of nonresponse because of their mobility. Single persons, accounting for over half the original sample, were almost twice as likely to be nonrespondents than individuals in multi-person households (45 vs. 24 percent were nonrespondents).

Similarly, the unexpectedly high proportion of homeless in the study sample (about eight percent⁸) caused serious problems for the followup surveys. The incidence of homelessness was about equally distributed between the treatment and control groups, however, those individuals identified as probably homeless were significantly more likely to have been nonresponders to the First Wave Followup survey -- 74 percent of those individuals determined to be homeless were nonrespondents, as compared to 30 percent of the non-homeless. Most of the homeless (70 percent) were selected in two urban sites; in one site about half the E&T population were homeless, and in the other the rate was about 80 percent. In one of these sites, about 70 percent of the non-homeless were interviewed, but only about one in twenty of the homeless could be found. Homelessness was not exclusively a large city problem, as significant numbers of homeless were found in a number of medium-sized communities. Cooperation was received from the shelter staffs in some locations; but, in many instances, shelter staff were unable or unwilling to provide such assistance, in some cases citing confidentiality concerns.

Because the problems encountered were primarily related to the types of individuals included in the sample, the rates of response to the followup surveys, varied substantially from site-to-site. Local

⁸ To estimate the magnitude of the homeless problem, information was obtained from the Contact Records maintained by the individual follow-up survey interviewers. This information consisted of the following indications: the individual could not provide an address or phone number at the time of the Baseline Interview; the address provided was a homeless shelter or a "voucher hotel"; or some other indication that the individual lacked a permanent address.

FSAs targeted different types of individuals for inclusion in the E&T Program, sometimes targeting people who tended to be difficult to locate four months after certification for food stamp benefits. As a result, 20 study sites had response rates of over 75 percent for the first wave followup survey, 27 sites had response rates between 50 and 75 percent, six had response rates between 40 and 50 percent, and two (the high homeless sites) had response rates of close to 25 percent.

As with excluded categories of E&T clients, statistical adjustments were developed to account for this survey nonresponse using participants' baseline characteristics (see Appendix A). Final sampling weights were constructed for each of the 12 months for which data were collected following initial random assignment.

Summary

Figure 4.3 summarizes the data availability for all individuals in the initial study sample (i.e., those randomly assigned and included in the Baseline Interview sample) by treatment and control group status. As shown, differential response rates across the various data sources leads to varying sample sizes for particular types of data. Table 4.4 provides information on the characteristics of individuals for whom a lack of data is particularly severe. For the most part, the availability of CPHF data does not significantly vary by individual characteristics. As mentioned earlier, however, nonresponse to the followup surveys is largely concentrated among single males. Chapter Five (and Appendix A) discusses the procedures used to adjust, to the extent possible, for these data problems in estimating the impact of the E&T Program on participants.

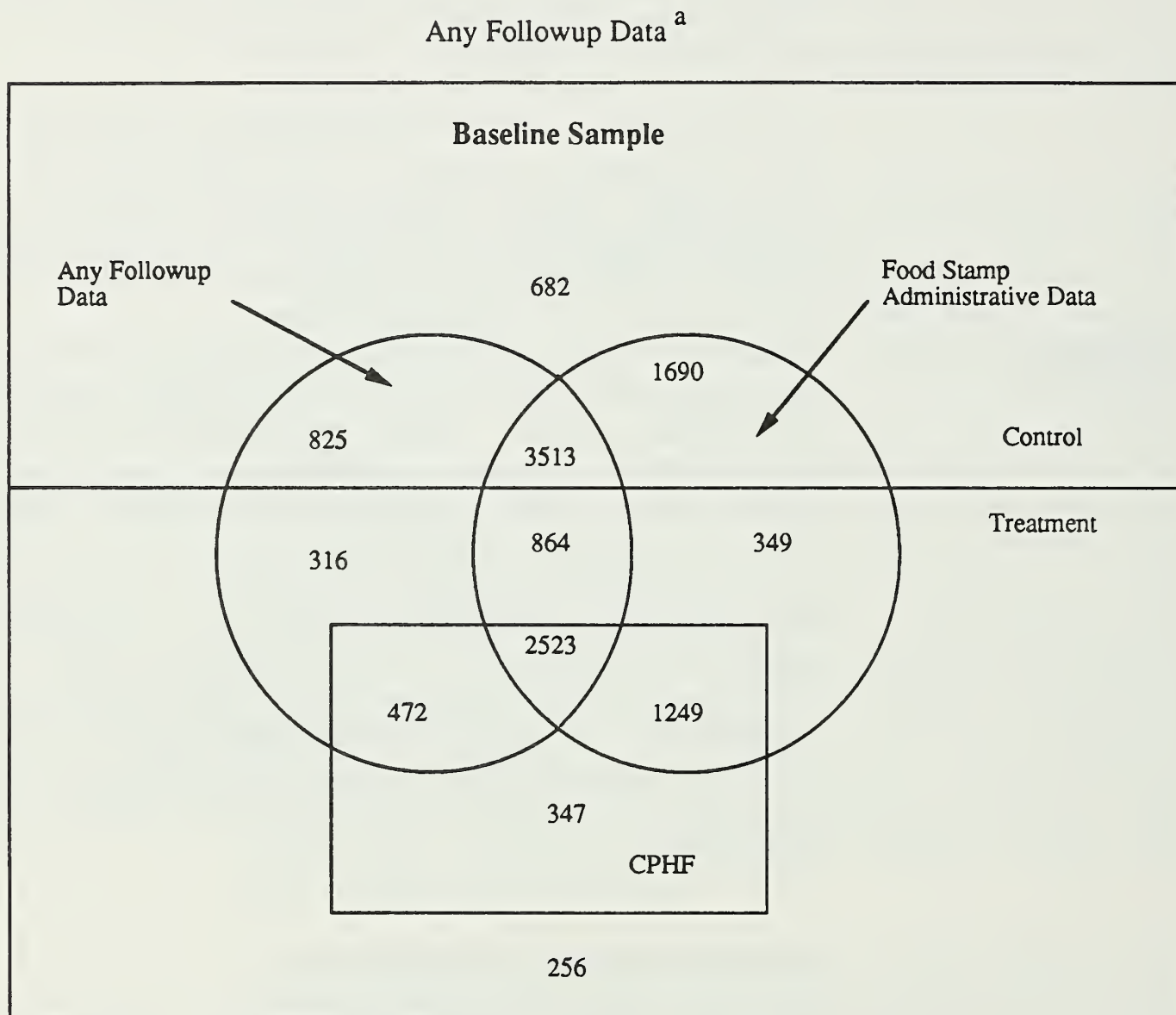
SITE-LEVEL DATA COLLECTION

In addition to data on individuals, information was collected about the operations and costs of the E&T Program in each of the selected State and local FSAs. Each type of data is described below.

State and Local Operations

A limited set of data was collected on State and local E&T Program operations (see Chapter Three). First, data were abstracted from the State E&T Plans submitted to FNS for both FY1988 and FY1989. The review of State Plans was used to: (1)

TABLE 4.3: SUMMARY OF DATA AVAILABILITY BY SOURCE AND TREATMENT AND CONTROL GROUP



^a Figures indicate the number of cases with data from multiple sources. For example, 3,513 cases have both some followup data and Food Stamp administrative data

TABLE 4.3: (Continued)

Complete 12 Months of Followup Data

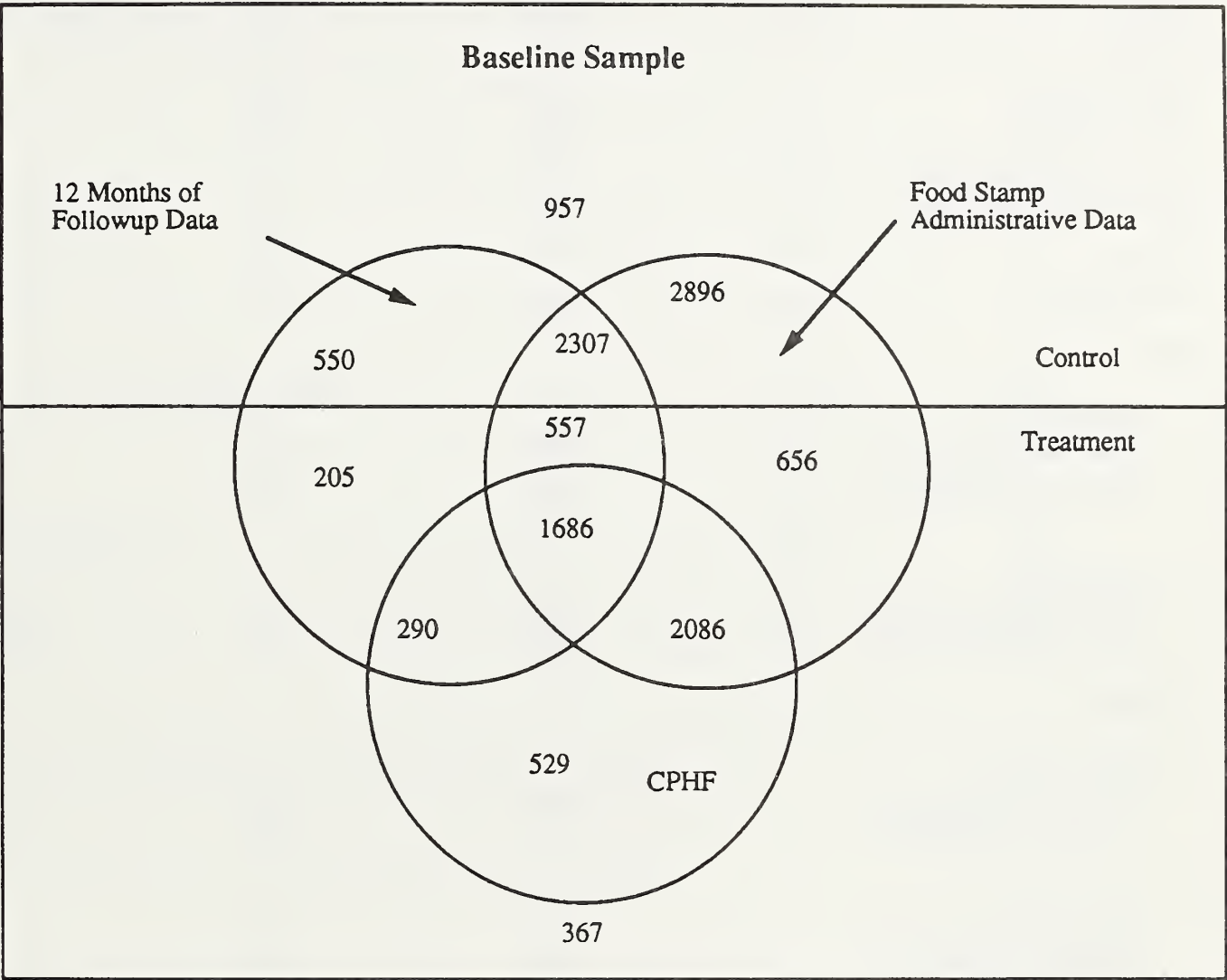


TABLE 4.4: SUMMARY OF DATA AVAILABILITY BY SUBGROUP AND DATA SOURCE
(Percent of Subgroup with Data Available)

<u>Subgroup</u>	<u>Any Followup Data</u>	<u>12 Month Followup Data</u>	<u>CPHF Data</u>
SINGLE ADULTS LIVING ALONE	53.6%	32.9%	73.4%
Male	48.4	28.4	74.0
Female	65.8	43.5	71.8
Under Age 30	52.3	30.6	73.3
Over Age 30	54.8	34.9	73.7
Prior Work Experience ^a	56.5	34.7	73.3
No Work Experience	52.1	32.5	70.1
White	57.8	38.9	75.3
Nonwhite	51.6	29.9	72.6
Male			
Under Age 30			
Prior Work Experience	52.1	29.3	73.0
No Work Experience	44.4	24.6	70.7
Over Age 30			
Prior Work Experience	48.8	28.3	73.7
No Work Experience	50.1	32.1	72.6
Female			
Under Age 30			
Prior Work Experience	67.8	43.9	73.5
No Work Experience	58.2	36.5	69.2
Over Age 30			
Prior Work Experience	72.6	51.4	73.9
No Work Experience	66.8	44.5	67.5
White, male	50.7	32.9	74.5
Nonwhite, male	47.6	26.5	73.9
White, female	69.9	49.2	76.6
Nonwhite, female	62.9	39.5	68.8

TABLE 4.4: (Continued)

<u>Subgroup</u>	<u>Any Followup Data</u>	<u>12 Month Followup Data</u>	<u>CPHF Data</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	71.4%	46.6%	73.1%
Male	70.0	44.5	71.8
Female	76.6	52.3	71.9
Prior Work Experience	69.7	43.8	72.8
No Work Experience	76.7	52.7	70.9
Under Age 30	70.2	44.8	71.8
Over Age 30	76.5	51.9	72.2
HOUSEHOLDS WITH CHILD(REN)	78.2%	55.1%	69.1%
Male	73.6	50.2	71.3
Female	82.9	60.8	66.9
Prior Work Experience	77.5	54.0	68.8
No Work Experience	80.4	58.6	68.9
Under Age 30	76.2	51.5	66.1
Over Age 30	81.4	60.6	71.3

^a Defined as having worked in 12 months prior to FSP certification.

Source: Followup Surveys and Client Participant History Forms.

abstract descriptive information on the scope and nature of States' proposed E&T services; and (2) obtain planned participation data to construct the study sample.

Second, during the first visit conducted to each study site prior to the start of random assignment, local office staff were interviewed to collect data about various features of planned E&T services and administrative procedures. This information (see the Program Operations Inventory in Appendix B) included the types of E&T services offered, the availability of supportive services (e.g., child care, transportation), service delivery configurations, E&T participant and funding levels, and targeting of E&T services to specific subgroups.

Cost Data

Subsequent site visits were conducted to interview staff in each of the 53 local FSAs to collect information on the cost of providing E&T services. The data collected included:

- o Data on local accounted costs reported to FNS for FY1988;
- o Data on actual resource costs derived from staff estimates of the amount of time (by function) routinely devoted to food stamp E&T activities, and associated information on wage rates and fringe benefits for all staff having direct E&T functions; and
- o Data on service levels derived from counts of the number of mandatory participants or volunteers that were referred to different E&T components.

These data were collected from local FSA staff, and where appropriate, from primary service providers (i.e., external agencies such as JTPA that were contracted to provide E&T services⁹.) In a number of sites, local FSA administrative cost data were actually obtained at the State level and, in some instances, service provider

⁹ Due to time and budget constraints, data were not collected for service providers that provide some E&T services but do not do so under a formal contractual arrangement with the local FSA. Most often, this involves local public school systems offering adult education classes in basic education, literacy training, ESOL, or preparation for a G.E.D. The cost of these services is generally not paid for by State or local FSAs.

cost data were abstracted from invoices paid by local FSAs for services delivered to E&T participants.

Site visits were also conducted at each of the 23 participating State agencies to collect similar data needed to compute State-level and regional costs associated with planning and oversight of food stamp E&T activities. However, accounted cost data could only be obtained in 20 of the 23 participating State FSAs; the remaining three States were unable to disaggregate the State-level share of total food stamp E&T expenditures. Resource cost estimates were, however, obtained in all 23 States.

Finally, it should be noted that cost data were not obtained for FNS regional or national administration. Thus, cost estimates derived for this study only encompass State and local E&T activities and do not include Federal administrative expenditures.

V ANALYTICAL METHODS

The analysis of data collected from the national E&T evaluation posed two methodological problems that made this study particularly challenging. First, the objectives of the study required that the estimated impact of the E&T Program be both internally valid (i.e., unbiased within the selected study sample) and generalizable to the population of all E&T participants and administrative entities. Second, there was reasonably high nonresponse to the followup surveys which was systematically related both to certain individual characteristics and to local FSA Program targeting decisions.

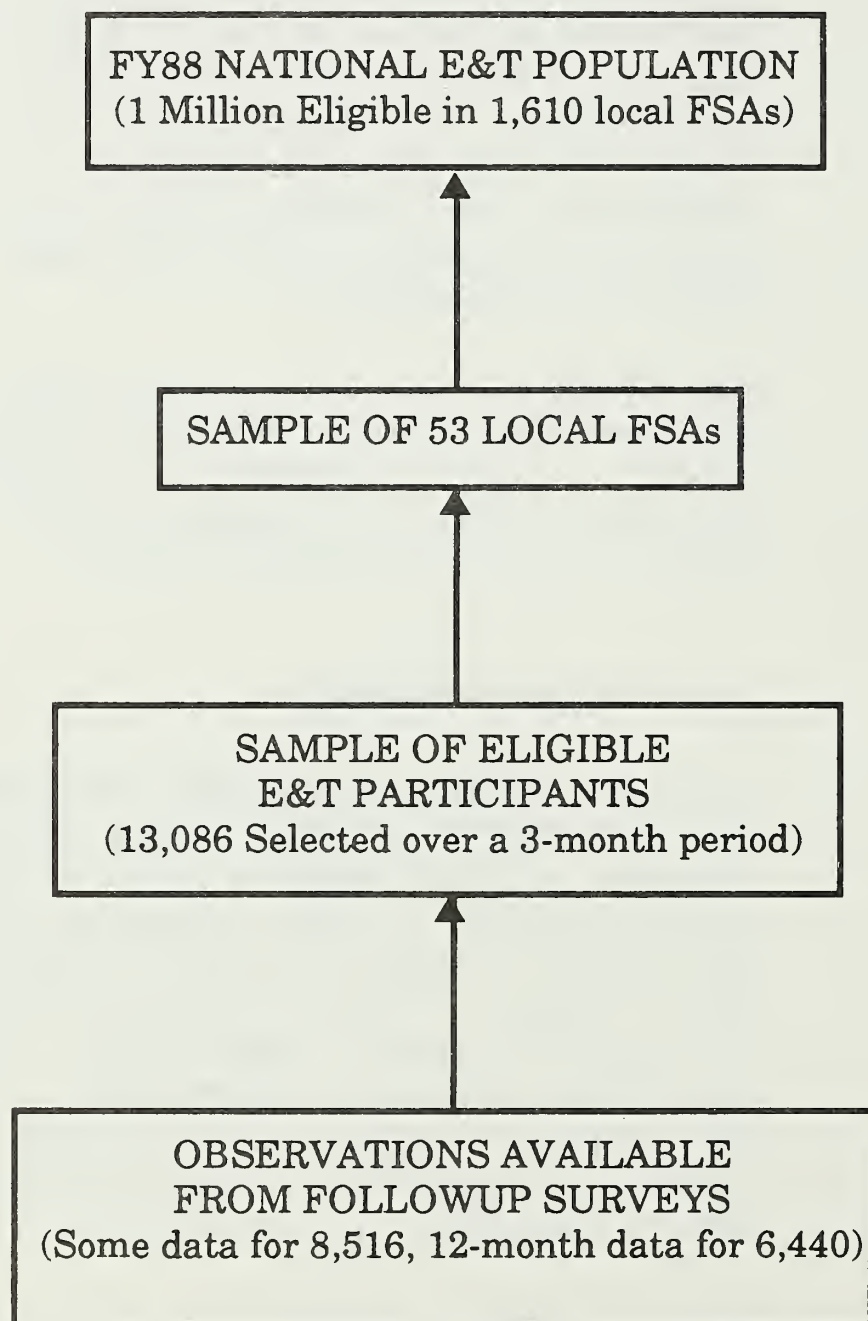
This chapter describes the procedures used to overcome these problems through the use of appropriate statistical techniques. The discussion is organized into three major sections: the estimation of descriptive statistics; the estimation of Program impacts; and the elaboration of estimated Program impacts.

DESCRIPTIVE STATISTICS

Descriptive statistics are presented throughout this report for various characteristics of individuals (e.g., age, gender, educational attainment, and work experience) and measures which describe important outcomes for E&T participants such as average food stamp benefits received, the extent of employment, and average level of earnings. To derive estimates of such measures for the study sample is a relatively simple matter. The problem for this study, however, was how to generate these estimates for the entire E&T population given that the study sample represented only a fraction of all participants, and that even within the study sample complete information was not available for everyone.

Figure 5.1 shows that nationally the E&T Program in FY1988 consisted of about one million eligible participants distributed over 1,610 local FSAs. From this population, a sample of 13,086 participants was selected for this study from a representative sample of 53 local agencies. For many of these individuals, however, followup data were unavailable. At least some followup

**Figure 5.1: CALCULATION OF NATIONAL IMPACT
ESTIMATES FROM THE
STUDY SAMPLE**



data were collected for 8,516 individuals, while data for all 12 months are available for 6,440. Consequently, the estimation of national statistics must account both for any differences between those households for which data were collected and the complete national population from which they were selected.

To create the necessary population statistics, sampling weights were calculated for each individual in the original Baseline Interview sample. These weights, basically reflecting the inverse of the probability of a particular individual being selected into the study sample, consist of three multiplicative parts:

- o a site level weight -- the probability of selecting each of the 53 local FSAs;
- o a participant-level weight -- the probability of selecting individual E&T participants within the sampled local FSAs; and
- o adjustments -- for excluded categories of E&T participants, varying monthly rates of sample selection, and survey nonresponse, as discussed in Chapter Four.

To calculate population statistics, each individual in the study sample is multiplied by his/her associated sampling weight. The calculation of these sampling weights, and the estimation of associated sampling variances, is described in detail in Appendix A.

IMPACT ESTIMATES

The goal of much of the quantitative analyses contained in this report is to determine the impact of the E&T Program on participants' employment, earnings and receipt of public assistance, not just for those in the study sample, but for the entire national population of E&T participants. Derivation of the necessary impact estimates, therefore, required the resolution of three issues. First, given the site-specific nature of the E&T Program, how could findings from the 53 sampled sites be generalized to the Nation as a whole? Second, given the varying survey nonresponse within each site, how could results be adjusted to compensate for any non-representativeness in the resulting analytical sample? Finally, how should impacts be estimated for outcomes such as hourly wages that are defined only for a subset of the sample, when the composition of that subsample could be itself influenced by the

E&T Program? The following discussion begins with an overview of the theoretical model underlying the impact estimates, then describes how unbiased estimates were derived for each of the study FSAs and extrapolated to the entire population. The last section of this chapter focuses on various techniques used to elaborate the basic impact findings.

Theoretical Model

The traditional model of the effect of an employment program for economically disadvantaged individuals focuses on the labor-leisure choice in the presence of an income support system. Under this model, adults are viewed as preferring leisure over work; individuals can buy goods with their earnings, but the "cost" of work is forgone leisure (i.e., the time not spent working). As hours of work increase, the utility of additional hours of leisure also increases. In the absence of public assistance, adults would increase labor hours to the point where the income return from an additional hour of work would be equal to the value placed on the loss of an additional hour of leisure.

The presence of a public assistance program has the effect of creating an income floor (above zero) that a recipient can receive for not working -- that is, the individual is better off than he/she would have been without working in the absence of public assistance. In this situation, the decision to work is now affected not only by the desire for leisure over work, but also by the tradeoff between additional earnings and reduced public assistance benefits; the greater the loss in benefits for each additional dollar of earnings, the less likely the individual is to work.

The provision of employment and training services to a certain population, in this case food stamp recipients, is motivated by a desire to develop participants' human capital and ability to function effectively in the labor market, with the ultimate goal of increased employment and earnings. Presumably, participants are better off as earnings increase and society profits from a better-trained workforce which is, in turn, less dependent on public assistance.

But, the creation of an E&T requirement has another effect, namely to make dependence on public assistance less attractive by raising the "cost" of receiving benefits. The extent to which the employment requirement will increase work and reduce public assistance will, of course, depend upon a number of factors including the perceived cost of the work requirement to the recipient, the availability of employment opportunities, and the

level of public benefits being provided.

Figure 5.2 shows the hypothesized causal relationships between the E&T Program and participant outcomes, and the recursive interrelationships among outcomes. The first impact of the Program is simply that participants are expected to receive more **employment and training services** than they would have in the absence of the Program. Although this may seem to be a tautology, it is important to note that some E&T participants will not receive any services, and some non-participants will obtain similar services on their own. Measuring the net increase in services received is thus a necessary first step to understanding the Program's effect.

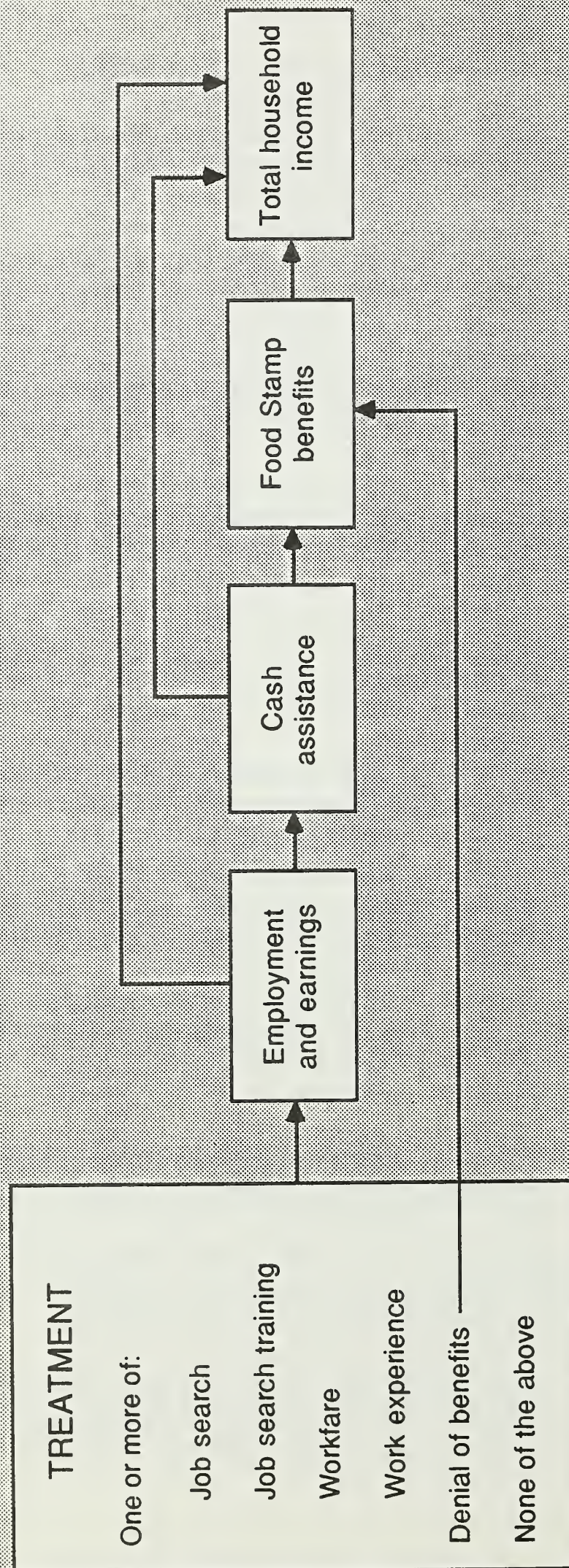
The four service components shown in the left hand box of the figure are expected to increase **employment and earnings** in several ways. The services may lead to a change in employment status, causing participants to enter the labor force who would have not otherwise done so. Participants may also realize higher hourly wages, increased hours worked per week or increased weeks worked per year. All of these dimensions contribute to higher aggregate earnings.

Receipt of **cash assistance** is expected to decline as a direct consequence of the increase in earnings. This may take the form of lower monthly benefits, shorter spells of receipt, or reduced recidivism. The cash assistance program that is most likely to be affected is GA. Although GA recipients comprise only a small fraction of the food stamp caseload, they are heavily represented among mandatory participants in States' E&T Programs. Recipients of AFDC, in contrast, rarely participate in E&T because they are required to participate in WIN and are therefore exempt from E&T. Hence benefit payments under that program are less likely to be affected.

The E&T Program is expected to reduce **food stamp benefits** in two ways. First, as recipients find jobs or increase the amount that they earn, they will become eligible for smaller benefit amounts or leave the food stamp rolls completely. Second, mandatory participants who do not comply with E&T regulations are expected to be sanctioned by a loss of benefits.

The final outcome measure shown in the exhibit is **total household income**. This is composed of earnings, cash assistance and other unearned income, and food stamp benefits. While some income

Figure 5.2: HYPOTHESIZED RELATIONSHIPS AMONG E&T OUTCOMES



elements may decline as a result of E&T participation, it is anticipated that the sum of all the elements will increase, i.e., that the expected net impact of the E&T Program on recipients will be positive.

Within-Site Estimates

Estimates of the impact of the E&T Program were derived for a variety of different measures of the three outcomes described in the preceding section -- services received, employment and earnings, and public assistance. The different outcome measures are listed in Table 5.1. Because of the different levels of data availability (see Chapter Four) it was decided to use the followup surveys as the primary source of information for the estimation of Program impacts. These were both the most complete and consistent sources of data for most of the study outcomes.

Basic Multivariate Approach. The use of random assignment ensures that a simple comparison of average outcomes between the treatment and control group yields an unbiased estimate of Program impact. The precision of these estimates can be improved, however, by controlling for other factors that influence outcomes such as prior education and work experience. For this study, this was accomplished by developing multivariate regression models in which participants' baseline characteristics were used as covariates to control for initial differences between the treatment and control groups.

Multivariate analysis was also used to address the issue of survey nonresponse and the resulting sample attrition over time. As discussed in Chapter Four, a substantial number of individuals who were selected to be part of the sample could not be located at the time of the followup surveys. This sample attrition could lead to bias in the estimated impact of E&T, if the effects were different for those types of participants such as single males who were more likely to have been nonrespondents, or who left the study sample at different rates (i.e., had different response rates to the three waves of the followup survey). If effects were the same for everyone, then there would be no need to do any correction.

There are three major ways to account for sample nonresponse in the estimation of Program impact. First, weights could be assigned to individuals for whom data were available in the followup period, corresponding to the inverse of the probability of attrition for their subgroup, as defined by household size, age of participant, and other demographic characteristics. As discussed in Appendix A,

TABLE 5.1: OUTCOME MEASURES FOR THE ANALYSIS OF THE IMPACT OF E&T

Services Received Proportions of clients who reported participating in:

- job search;
- job search training;
- vocational or job training classes;
- basic education classes in reading, writing, or English literacy;
- classes to get a G.E.D.; or
- workfare or work experience program.

Employment and Earnings For each of four quarters and the year after random assignment:

- Total earnings.
- Proportion of clients who worked at all for pay.
- For those who worked for pay:
 - days worked;
 - wage at current or most recent job; and
 - hours worked per week at current or most recent job.

Public Assistance For each of four quarters and the year after random assignment:

- Aggregate benefits received from
 - Food Stamps;
 - Cash assistance (e.g., AFDC, GA, other welfare);
 - Total assistance.
 - Proportion of households receiving benefits from:
 - Food Stamps;
 - Cash assistance;
 - Total assistance.
 - For those receiving benefits, mean benefit amount received from:
 - Food Stamps;
 - Cash assistance;
 - Total assistance.
-

this was the procedure used to construct the sampling weights used to generate descriptive statistics. Alternatively, a full multivariate model of attrition could be estimated and the predicted probabilities from this model used to develop attrition-adjusted estimates of treatment effects in the full sample (Heckman, 1976). Finally, fully interacted multivariate models could be estimated for all outcomes controlling for the effect of all measurable individual characteristics (i.e., those associated with initial baseline differences and systematic nonresponse). In effect, this last approach allows the impact of E&T on the original sample (i.e., all of the 13,086 individuals who were randomly assigned) to be inferred from estimated impacts for the subsample for which data were available.

The third approach was used in this report because it explicitly accounts for all measurable differences. Implementation of the first approach required the selection of a limited number of characteristics to construct cells corresponding to subgroups such as single males under the age of 30 and single mothers with children. Under this approach, the dimensions along which the effects of E&T could vary must be specified in advance, rather than the preferable option of letting the data reveal these dimensions. The second approach would overcome this limitation by creating weights that took all characteristics into account in compensating for survey nonresponse. The disadvantage of this approach is that the estimated probabilities of survey nonresponse must then be used either as weights in the impact regression, which complicates the analysis unnecessarily, or as a covariate, which collapses the effects into a single number. The rate of nonresponse is not itself a good proxy for the differential effects of E&T; rather, it is important to make sure that groups with lower survey response rates are sufficiently represented in estimates of the total effect of E&T. Only the third approach accomplishes this goal.

Consequently, the following interacted model was estimated for each outcome measure:

$$(1) \quad Y_i = b_0 + b_1 T_i + b_2 X_i + b_3 T_i X_i + e_i$$

where

- o Y_i is the outcome for participant i ;
- o X_i is a vector of baseline characteristics for participant i ;

- o T_i is an indicator equal to 1 if participant i is in the treatment group;
- o $b_0 - b_3$ are estimated coefficients; and
- o e_i is random error.

The estimated impact for any individual is then a function of the baseline characteristics, namely $b_1 + b_3 * X_i$, which can be calculated for nonrespondents as well as for respondents to the followup survey (because baseline data were available for everyone). Therefore, the estimated impact for the sample as a whole can be estimated as:

$$(2) \quad b_1 + b_3 * \bar{X}$$

where \bar{X} is the mean of baseline characteristics for all individuals in the sample, with or without followup data. To the extent that the effect varies with the baseline characteristics contained in X , formula (2) adjusts for the differences between the baseline and followup samples.

The calculation of the associated variance of this expression could become quite cumbersome, as it involves the variance of all the elements of b_3 -- potentially as many as 20. Equation (1) was therefore transformed in order to obtain a direct estimate of the variance of expression (2), as follows:

$$Y_i = b_0 + b_1 * T_i + (b_3 * T_i * \bar{X}) + b_2 * X_i + b_3 * T_i * X_i - (b_3 * T_i * \bar{X})$$

$$(3) = b_0 + (b_1 + b_3 * \bar{X}) * T_i + b_2 X_i + b_3 * (X_i - \bar{X}) * T_i$$

In this formulation, the coefficient of T_i is exactly the desired impact estimate, and its variance (which can be obtained from a standard regression package) is the desired variance of the impact estimate. As can be seen from (3), all that is needed in practice to

implement this calculation is to replace the interaction terms with their value minus the treatment indicator times the sample means of the independent variables.

Techniques for Endogenously-Defined Subgroups. For outcomes which are only defined for an endogenous subgroup -- that is, a subgroup whose composition may itself be affected by the E&T Program -- both comparisons of means and multivariate regression may yield biased estimates of treatment effects. An example of this type of outcome is hourly wage, which is defined only for those individuals who find jobs. The treatment is expected to induce some individuals to take jobs who, in part because of their low earnings potential, would not otherwise have done so. Consequently, if the distribution of employment potential is the same in the treatment and control samples as a whole, then the average employment potential among those who take jobs will presumably be lower in the treatment group. This could cause a simple treatment-control group comparison of hourly wages, or even a regression estimate of the treatment effect, to be biased downward.

The standard procedure to reduce this bias (Heckman 1976) is to include the predicted probability of the more general outcome (in this case, having a job) among the regressors in the model for the more specific outcome (in this case, hourly wage). Given the use of a linear probability model, however, this predicted probability will be simply a linear combination of the independent variables. If all of the explanatory variables in the employment equation are already included in the wage equation, then the additional regressor will add no new information, and will not alter the estimated treatment effect. Hence the standard two-stage correction procedure will yield identical results as estimating a one-stage reduced form model¹. An example of a factor which influences the probability of working, but not the hourly wage per se, is the presence of young children in the household. This variable would ordinarily be excluded from a wage regression model.

¹ The two approaches could yield slightly different results if a logistic rather than a linear probability model were used, due solely to the non-linearities of the estimation. The Heckman correction for selection bias can never be substantially better, however, than the probability model on which it is based. See Olsen, R.J. 1980.

Consideration of selection bias, however, would suggest the inclusion of this variable, and the expectation of a positive coefficient. The reason is that those individuals who work despite the presence of preschoolers, other things being equal, probably have on average more motivation and ability than those who work without having been deterred by such a barrier. Consequently, the issue of selection bias has been addressed by including the full set of regressors in both the general and specific regression models.

The use of a fully-interacted model to adjust for sample attrition was described in the preceding section. For outcomes that were only defined for a subset of participants (e.g., whether employed is the outcome which defines the subgroup for which wage impact can be measured), this method must be modified to adjust simultaneously for the compositional differences that exist between the subgroup and the E&T population as a whole even in the absence of attrition. This was done as follows. First, for each individual in the initial sample, the probability of falling in each subgroup of interest was calculated based on the multivariate models used to determine Program impacts for the particular outcome (e.g., whether employed). Next, these estimated probabilities were used as weights in calculating the mean values of characteristics across the initial samples. For example, if 50 percent of the original sample were male, weighting by the predicted probability of employment may yield an estimate that 60 percent of the workers in the sample were male. Finally, these weighted means (calculated for each defined subgroup) were entered in equation (3) for outcome measures such as hourly wages in order to adjust for survey nonresponse.

Impact Estimates
for the
Entire
Population

As mentioned at the outset, one of the major challenges of this analysis was related to the need to estimate the impact of the E&T Program for the entire population of sites and participants, not just those who were selected for inclusion in the study sample. In most studies, especially those involving relatively few sites and fairly consistent treatments, such a requirement would have been less troublesome than in the case of the E&T evaluation.

The main reason for the increased difficulty was the substantial site-to-site variation in the nature of the Program itself. This variation included the types of individuals targeted for inclusion, difficulties encountered by local FSAs during the first full year of E&T implementation, local environmental conditions (e.g., level of unemployment), the exclusion of certain classes of E&T eligibles

from the study sample in a few sites), and the degree to which complete data could be obtained for all sample members. In effect, what this study was evaluating was not a single program implemented nationwide, but 53 different programs each with its own unique set of circumstances which could affect the estimated impact of the program.

Estimation Approach. Consequently, this study adopted a novel two-step analytical approach to estimate national Program impacts:

- (1) The fully-interacted multivariate models described above were estimated separately for each of the 53 study FSAs.
- (2) The separate impact estimates from the individual sites were then weighted up to the national level using site-level sampling weights (see Appendix A).

This approach used the maximum amount of available information to concurrently control for systematic differences in baseline characteristics and survey nonresponse. More importantly, it allowed the impact of the E&T Program to be different for different types of participants in each of the 53 sites. Given the variation found in local Program operations, recipient targeting, Program implementation, and exogenous conditions there was every reason to believe that E&T would not have the same effect on, for example, single men in all sites.

The alternative choice, a pooled model combining all of the sample data together, was rejected because it would have incorrectly ignored the available evidence about intersite variation in treatment and environment². The pooled approach would have incorporated the assumption that E&T had the same impact on individuals with the same characteristics across all sites. That is, while the presence of interaction terms in a pooled model would allow conclusions about differences in the Program's effect on men and women, this approach would imply that the impacts on men and on women were the same everywhere. In fact, it is a central tenet of the approach that has been used for this analysis that the E&T Program has different effects in different sites. Similarly, a pooled model which also included site indicator variables (and these indicators interacted with the treatment variable) would include the

² See, for example du Mouchel, W. and G. J. Duncan, 1983.

restrictive assumption that differences in effects between, for example, men and women is the same in all sites. Again, because it was believed that this assumption was incorrect, the use of site-specific models was adopted.

Weighting Site-specific Estimates. As suggested by Figure 5.1, the study sample was developed in two phases: selection of a probability sample of sites, or agencies; and selection of a simple random sample of households, with certain exclusions, within each of the sites³. The most important of these was the complete exclusion of GA recipients from the sample in one site. Exclusions aside, the sample of participants within each site can be thought of as self-weighting (i.e., individuals are represented in approximately the same proportions as they are found in the population). Moreover, even in those sites in which groups were excluded, it is still best to treat the sample as self-weighting, because of the site-specific nature of the E&T treatment. For example, in the site where GA clients were completely excluded, the impact of E&T on the entire eligible population can be written as:

$$p_1 I_1 + p_2 I_2$$

where

- o p_1 is the percent of the eligible population that receives GA in this site;
- o I_1 is the impact of E&T on GA recipients in this site;
- o p_2 is the percent of the eligible population that does not receive GA in this site; and
- o I_2 is the impact of E&T on non-GA recipients in this site.

³ This is not precisely correct, because sampling rates varied somewhat over the course of the intake period within each site, to compensate for errors in the initial estimates of the flow of applicants. However, there is no reason to believe that applicants taken in during one month were substantively different from applicants in the same site for the following month; hence, this source of variation was ignored here.

Of these four quantities, p_1 , p_2 , and I_2 can be readily determined. But how can I_1 , the unobserved impact on GA recipients, be estimated? Given the belief that the effects of E&T can vary substantially among sites, it does not seem appropriate to use the impact on GA recipients elsewhere. Further, because of the likelihood of differential targeting of services among sites, it also does not seem justifiable to assume that $(I_1 - I_2)$, the difference in impacts between GA and non-GA recipients in this site, can be inferred from the value of this statistic in other sites. Consequently, the impact on the unsampled participants in a site is best represented by the observed impact on the sampled participants in that site. It is true that this procedure may impart an unknown bias to the results. That bias is a consequence of the omission in sampling, however, and would not be eliminated by a procedure which used information from other sites.

As a result, the national impact estimates were calculated as the sum over all sites of $w_i * I_i$, where w_i is the probability of selection for site i (normalized to sum to one), and I_i is the within-site impact (estimated for each outcome measure using the regression approach described below). The total variance of this national estimate is then comprised of two components: the within-site variance, V_1 , and the across-site variance, V_2 . The source of the first of these is the imprecision in estimating the effects within each site. The source of the second is the variation in outcomes among sites, of which only a representative sample has been selected. The within-site variance was calculated as the sum over all sites of $w_i^2 * S_i^2$, where S_i^2 is the estimated variance of the site-specific effect I_i . The across-site variance, V_2 , is calculated as the sum across all sites of:

$$[w_i (I_i - \bar{I})^2 - w_i (1 - w_i) V_1] / (t - 1),$$

where \bar{I} is the estimate of the national impact, V_1 is the estimate of the within-site variance, and t is the number of sites (in this case, 53)⁴.

⁴ It should be noted as a caveat to this procedure that these formulas are appropriate for a simple random sampling scheme of sites. To the extent that the more complex scheme described in the Chapter Four added to the efficiency of the sample, the calculated across-site variance estimates may be biased upward. They are, however, the best estimates that can be obtained. In some of the

Model Specification

The procedure discussed above to calculate national impact estimates has an important implication for the choice of a regression model. The sample sizes in some sites are quite small, rendering estimation of a fully-specified model impossible. The problem is compounded by the decision to include a full set of treatment interaction terms in each model to correct for attrition, which doubles the required number of covariates. Furthermore, some variables which are desirable in principle to include in a model may be irrelevant in some sites (e.g., the receipt of GA in States without such assistance), and the inclusion of others with limited variation may actually be misleading. Consider, for example, an indicator of whether a participant does not speak English. This could be a good predictor of the individual's earnings and employment. In some sites, however, only one or two participants do not speak English. Inclusion of an indicator for this condition plus an interaction term with the treatment indicator then does not add to the model, and falsely attributes individual outcomes to English speaking ability.⁵

This problem was resolved by applying a number of screens to the set of covariates used in each site-specific model:

- (1) For dichotomous variables, if fewer than five treatment and five control group participants fell in each cell, the variable was dropped. Thus, for example, "race" was dropped both in sites that had very few whites, and in sites that had very few nonwhites.
- (2) The number of variables remaining for a site was then multiplied by two (to allow for treatment interaction terms) and augmented by two (to allow for the intercept and

detailed analysis of population subgroups, not all sites were included because not all sites contained members of particular subgroups. The value of t was adjusted in these cases to reflect the actual number of sites used in the particular analytical procedure.

⁵ Suppose, for example, that a model includes an indicator variable for a condition which is met by only one individual. Then the statistics of the model (e.g., the coefficients on the other variables) are identical to what they would be if both the indicator and the observation were dropped.

treatment indicator). The full or modified regression model was estimated only if the sample size available in that site for that analysis exceeded this number by at least 50. This criterion, as well as the one above, was an arbitrary but reasonable choice that sought to balance the relative advantages of controlling for additional factors against the disadvantages of losing degrees of freedom.

- (3) For sites that did not meet the criterion in (2), a reduced model was estimated containing only an intercept, a treatment indicator, one or two measures from the BIF that corresponded to the outcome measure (e.g., prior employment in the models of employment outcomes), and the corresponding interaction term(s). So, for example, in sites with a reduced model of **whether a participant worked** during the followup period included, in addition to the treatment indicator, two covariates, whether they were currently working (at the time of random assignment) and whether they had ever worked, and their two corresponding interaction terms. When sample sizes permitted, other characteristics were included further increasing the precision of the estimates.

Impact estimates were calculated for each outcome for five time frames: for each of four quarters after random assignment, and for the entire year. Quarterly data were obtained by aggregating across the monthly records obtained from the followup surveys. For those outcomes in which the full year is the sum of the quarterly measures (e.g., total earnings, total public assistance benefits), the full year impact was calculated as the arithmetic sum of the four separate quarterly estimates⁶. For other outcomes (e.g., the proportion of participants who ever worked), the full year impact was necessarily estimated independently, based on those individuals for whom a full year of data were available.

Estimation Procedure

For all outcome measures multivariate models were estimated using ordinary least squares (OLS) regression. It is often recommended that a nonlinear technique, such as logistic regression, be employed when the dependent variable is dichotomous (e.g., whether or not

⁶ The standard error of the estimate was calculated as the square root of the sum of the variance of the four quarterly estimates.

individual was employed). The shortcomings of OLS in this situation are that the estimated standard errors may be biased, the predicted values of the dependent variables do not necessarily lie between 0 and 1, and the effects of the independent variables are invariant with the predicted probability (as is the nature of a linear relationship). Similar arguments can be made with respect to the use of OLS to estimate models of outcomes that are truncated at zero, such as total earnings or total food stamp benefits over the course of the followup period. Again, the standard error may be somewhat biased, possibly causing the erroneous rejection of the null hypothesis of no treatment effect and generating predicted values for individuals which are negative.

However, the use of a nonlinear technique, was simply not feasible given the scope of this project. Impacts were calculated for over a dozen separate outcomes in 53 sites for five time frames -- a total of about 3,500 separate regressions. Some of these impacts (i.e., those involving dichotomous outcomes) could have been estimated in principle by logit or Tobit rather than OLS. But, to have estimated several thousand multivariate models using a nonlinear technique while simultaneously correcting for sample attrition would have used far more resources than could be justified for the analysis, even in the presence of virtually unlimited resources. Such nonlinear estimates would have been feasible if the sample were pooled across sites, but because variations among sites in treatment and environment were considered the single most important feature of the evaluation, the linear site-specific model was the best choice. Use of the nonlinear techniques for a pooled sample would have generated sophisticated and precise estimates of a seriously misspecified model, given the importance of the intersite variation. For those analyses involving endogenously-defined subgroups, however, the analysis approach was modified to overcome one problematic feature of the linear probability model by restricting individual predicted probabilities (used as weights to adjust for attrition) to lie between 0 and 1.

ELABORATION OF ESTIMATED PROGRAM IMPACTS

This section describes three analytical techniques that have been used to extend the analysis of the impacts of the E&T Program on participants: deriving estimated impacts for only those E&T participants who actually received Program services; estimating impacts for particular subgroups of participants; and analyzing the

Estimates for
Participants
Receiving
Services

relationship between impacts and agency-level characteristics.

As discussed in Chapter Four, the analysis sample for this study was defined at the point of random assignment. That is, the effects of E&T are estimated over all individuals assigned either to the treatment or control group whether or not they actually received services. In part, this was a result of the fact that nonparticipation is a valid Program outcome, and its effect on employment, earnings and benefits should be taken into account. The impacts estimated for the entire sample are, therefore, the best estimates of the Program's overall impact. However, given the reduced level of service receipt by members of the treatment group, a question arises if whether the Program affected those who actually received E&T services.

An apparent method for isolating the effects of E&T among service recipients is to compare outcomes for those treatment group members who received services, with outcomes of their counterparts in the control group. However, it is impossible to identify who those counterparts should be. The subset of treatment group members who received services are different in systematic (and often unmeasurable) ways from those that didn't receive services. For example, they may have been more encouraged to comply with E&T rules by local office staff, more motivated to succeed, or have had better labor market potential than those who didn't receive services. Thus, it is not possible to determine directly what the outcomes would have been for this group in the absence of the E&T Program.

An ingenious solution to this problem was proposed by Bloom (1984) who noted that the estimated impact for any experiment could be decomposed as follows:

$$I = p_1 * E_1 + (1 - p_1) * E_2$$

where

- o I is the measured impact for the entire population;
p₁ is the proportion of treatment group members who actually received the treatment;
- o E₁ is the effect of being in the treatment group for those who received the treatment; and

- o E_2 is the effect of being in the treatment group for those who received no treatment.

In Bloom's formulation, he assumed that there could be no effect on individuals who did not receive any treatment, i.e., that their outcomes would be the same as those of their (unidentifiable) control group counterparts. Setting E_2 equal to zero then yields the relationship:

$$E_1 = I / p_1.$$

For example, if 50 percent of treatment group members received services and the estimated impact on the treatment group as a whole is \$100 per person, then the above relationship implies that the effect on the members who received services must have been \$200 per person.

The interpretation of this adjustment is that it yields the impact on those particular individuals who received services. It cannot be inferred that if everyone had received services, for example, the impact overall would have been twice as great. The reason is that the people who did not receive services are likely to be different from those who did. For example, if services were rationed, one might expect that administrators gave them first to the people for whom they would make the greatest difference. Hence, the impact of service receipt on the rest of the population could have been smaller.

This formulation of the problem is not exactly applicable to the E&T evaluation, because of the mandatory nature of the Program and the existence of sanctions for noncompliance. It could therefore be alternatively argued that the effect on participants who entered an E&T component consisted of two parts: the impact of the component per se, and the impact of the threat of sanctions. If this is true, then part of the effect would also be felt by participants who did not enter a component. That is:

$$0 < E_2 < E_1$$

$$\text{and, } I < E_1 < I/p_1 .$$

Consequently, the effect on participants who entered a component lies somewhere between the overall estimate (I) and the Bloom estimate (I/p_1). In other words, the Bloom estimate is an upper

bound of the impact on participants who entered into an E&T service component.

It could perhaps even be argued that the impact on those who did not enter a component was greater than the impact on those who did, because these were the people who were driven off the food stamp rolls and into the labor market by the threat or reality of sanctions. Even if this is true, it strengthens rather than weakens the conclusion that the Bloom estimate is an upper bound. If it is true that E_2 is greater than E_1 , then it follows that E_2 must be greater than I and E_1 must be less than I (because I is the weighted average of the two). Hence, in this case, E_1 would lie below I , as well as below I/p_1 .

Two features of this adjustment should be mentioned. First, the Bloom adjustment has no effect on significance levels. The standard error of the inflated impact estimate is inflated identically, so that the t-statistic is unaffected. If there is no statistically significant effect for the population as a whole, then there is no statistically significant effect for those who received services. Second, this adjustment does not make sense if the estimated impact is illogical. For example, there is no conceivable mechanism by which E&T could have reduced employment and earnings for those who do not enter a component, relative to their control group counterparts. Hence, in this example, a negative impact for the entire sample must imply a negative impact for those who received services⁷.

Subgroup Impacts

A key interest of policymakers is not simply whether a program has a positive (or negative) impact, but for whom among all those eligible the program has an effect. As discussed in Chapter Two, prior research on the effects of employment and training programs has indicated that such initiatives are more or less effective for different types of individuals. For example, the previous Food Stamp Job Search Demonstrations found larger gains for females than males. Therefore, some of the key impacts from the E&T evaluation were estimated for several subgroups of special interest.

⁷ For this reason, this adjustment was only applied to the estimated impact on public assistance benefits. Significant effects were not found for the impact of E&T on participants' employment and earnings.

The choice of subgroups for analysis was constrained by four factors:

- o the available samples for a particular subgroup had to be large enough to provide a reasonable chance of finding an effect;
- o the number of subgroups had to be relatively small to avoid finding an impact simply by chance;
- o the subgroups had to have some policy relevance, i.e., if impacts were found the results should be capable of being used for Program purposes (e.g., finding differential effects across ethnic groups would not be useful for improving the targeting of the Program); and
- o data had to be available to define the subgroups of interest.

With regard to the last point, while previous research has found different effects for individuals with varying lengths of previous welfare receipt, such data were not collected in this study and, therefore, could not be used to construct analytical subgroups.

With these constraints in mind, the following six subgroups were identified for special impact analyses by project staff and FNS:

- (1) Single males who worked in the 12 months prior to food stamp certification.
- (2) Single males who had not worked in the 12 months prior to food stamp certification.
- (3) Individuals in multi-person households without children who worked in the 12 months prior to certification for food stamps.
- (4) Individuals in multi-person households without children who had not worked in the 12 months prior to certification for food stamps.
- (5) Females, regardless of household type, who worked in the 12 months prior to food stamp certification.
- (6) Females, regardless of household type, who had not worked in the 12 months prior to food stamp certification.

Prior research, as discussed in Chapter Two, has indicated that impacts are likely to be different for males and females, and to vary by whether an individual has prior work experience. Inclusion of single men and childless multi-person households also reflects the fact that the Food Stamp Program is the only national assistance program which serves these populations.

These subgroups were specified with regard to the characteristics of individual E&T participants. For outcome measures defined at the household level, such as receipt of food stamp benefits, "female" households were defined as those with only one E&T participant who was female. The definition of having worked in a household with multiple E&T participants (subgroup (3) above) was based on the presence of at least one person who worked in the previous 12 months.

Subgroup impacts were calculated for two key outcome measures, total annual earnings and total annual food stamp benefits using the same within-site modelling procedure described above. The models were estimated only on those individuals defined by the particular subgroup. Reduced rather than full models were estimated, for two reasons. First, many of the explanatory variables used in the full model actually defined the subgroups (e.g. work experience, gender, household type), so that they have no variation within the subgroups. Second, only a few sites contained substantial numbers of participants with followup data in any of the subgroups.

Program Impacts and Agency Characteristics

In addition to an interest in the existence of different outcomes for different types of E&T participants, there is also policy interest in finding out if the Program has different impacts in different types of sites. For example, it could be that in sites with particularly high unemployment rates the Program would be less likely to increase participants' employment. Similarly, different types of service configurations, such as a greater use of more intensive services, would be expected to have different impacts on participants.

To examine this issue, regression models were estimated using the individual study sites as observations (i.e., a total of 53 observations) for two aggregate site-level impact measures: estimated impact on total annual earnings; and estimated impact on total annual food stamp benefits. The site-level impacts estimated in the two-step process described above were regressed against variables describing the local economic situation, site plans for E&T, and actual E&T operations. In particular, the explanatory

variables used in these models included:

- o Measures of the planned service configuration, as reported on the Program Operations Inventory: whether the site reimbursed for actual expenses, whether the site was operated as an independent entity, whether education and work experience components were offered, whether the site provided transportation or child care services, and whether the site served only the job ready work registrants.
- o Labor market conditions, as proxied by the county unemployment rate.
- o The percent of the sample that were homeless, as a measure of special problems confronting sites that specialized in serving this population.
- o Measures of E&T service actually received by treatment group members, as reported on the CPHFs: percent of initial no-shows, percent entering a component, and percent sanctioned for noncompliance.
- o Measures of employment and training services received by control group members, as reported on the followup surveys: percent receiving no services, percent receiving services other than job search, and the difference between treatment and control groups in these two percentages.

It was anticipated that the impact of E&T would be greater, other things equal, in sites that had planned for more services, that had lower unemployment rates, that attempted to serve fewer homeless, that entered more clients into components and enforced more sanctions, and that had fewer services available for control group members.

CONCLUSION

The analysis methods used in this study were designed to accomplish several important goals. First, multivariate regression models were used to obtain unbiased estimates of the impact of E&T on individuals in the followup sample within each of the 53 study sites. Second, the use of information on the characteristics of the initial sample of participants, and the inclusion of a full set of

interaction terms in the regression models, generated estimates of impacts for the entire E&T population within each site, accounting for sample attrition. Finally, the construction of national estimates from these site-specific estimates (using site-level sampling weights) provided measures that captured the naturally occurring variation in the Program including such dimensions as the targeted population, services provided, the economic environment in which different local offices operate, and the interaction of Program features with participants' characteristics. By constructing the national estimates from the unbiased independently calculated site-level estimates, the evaluation obtained the best possible estimates of the Program's effect, given the flexibility afforded State and local FSAs within the context of the Food Security Act of 1985.

VI A DESCRIPTION OF THE RECEIPT OF EMPLOYMENT AND TRAINING SERVICES

This chapter provides a descriptive analysis of the receipt of employment and training services. It provides insight into the nature of the E&T Program and helps to place in context the discussion of Program impacts in subsequent chapters. The first section compares services received by both treatment and control group members. The second section examines in more depth the experiences of treatment group members assigned to the E&T Program.

THE IMPACT OF E&T ON THE RECEIPT OF EMPLOYMENT SERVICES

This section explores how treatment and control group members differed in the employment and training services they received, free of charge, from various agencies and programs during the time between random assignment and the first followup interview¹. The service providers included such institutions as churches and unions, as well as other government agencies in addition to the E&T Program.

All Services

As shown in Table 6.1, overall about four in ten individuals in the treatment group received some employment and training services, but they were only somewhat more likely to receive such services than members of the control group -- the difference is about 12 percentage points. Barring differences in the intensity and quality

¹ Although it would have been preferable to analyze services received within a fixed time period, (e.g. within four months after random assignment) the data from the followup surveys do not permit this distinction to be made. Consequently, the time period reflected in these data does not match that used in the following chapters. The distribution of the length of the followup period is, however, quite similar for treatment and control group members, thus making this a valid comparison.

TABLE 6.1: PROPORTION OF CLIENTS RECEIVING EMPLOYMENT AND TRAINING SERVICES BY TREATMENT AND CONTROL STATUS (Weighted Means)

	<u>Treatment</u>	<u>Control</u>	<u>Difference</u>
Received advice or referrals	0.324	0.228	0.096***
Attended a job club	0.046	0.024	0.019***
Participated in group meetings or classes on how to find a job	0.142	0.078	0.064***
Attended vocational or job training classes	0.048	0.039	0.009*
Attended basic education classes in reading, writing, or English	0.030	0.020	0.010***
Participated in courses at a community college provided free or part of an employment and training service	0.013	0.009	0.004
Attended classes to get a G.E.D.	0.042	0.024	0.018***
Participated in workfare or work experience	0.059	0.036	0.023***
Received any employment or training service	0.428	0.308	0.120***

* Statistically significant at the 10 percent level.

** Statistically significant at the 5 percent level.

***Statistically significant at the 1 percent level.

Source: First Wave followup survey.

of the services received, the apparently small increase in service receipt would be likely to yield E&T Program effects that are modest at best.

Job Search

The receipt of job search advice and referrals was measured in the followup survey by asking whether the individual had received any of the following types of assistance:

- a. How to look for a job, how to do well in job interviews or how to fill out job application forms.
- b. Advice on the kind of work for which the individual was best suited.
- c. Being provided with a list of employers or job openings or referred to available jobs.

The first line of Table 6.1 shows the proportions of treatment and control clients who answered affirmatively to **at least one** of these three questions, i.e., the proportion who reported receiving any job search assistance. Only about one-third of mandatory E&T participants reported having been told how to look for a job, or what type of work to seek, approximately four months after random assignment. Members of the control group were not deprived of such advice; close to one-fourth reported having received job search assistance, which is sometimes provided routinely at food stamp certification and recertification interviews. Nonetheless, treatment group members were more likely to report receiving advice and referrals than control group members, at the one percent level of statistical significance.

The patterns for the individual advice and referral elements (not shown in the table) were quite similar to the patterns for all three elements combined. All three treatment-control differences were significant at the one percent level. The control group proportions for the three elements were 15.7 percent, 9.1 percent, and 12.6 percent, respectively.

In summary, treatment group members as a whole were significantly more likely to report having received job search advice and referrals than control group members; but the magnitude of the difference was considerably lower than expected.

Job Clubs

Although job clubs vary in the extent of services provided, these are generally group activities designed to prepare clients to look for a job. Few clients reported engaging in job clubs -- 4.6 percent of treatment group members, and 2.4 percent of controls. This difference is, however, statistically significant.

In contrast, about 14 percent of treatment group members and about eight percent of control group members reported attending group meetings or classes on how to find a job, substantially more than for any other activity except for advice and referrals. The estimated treatment-control difference of 6.4 percentage points is statistically significant.

Educational Programs

The proportions of treatment and control group participants who reported attending vocational or job training classes; basic education classes in reading, writing, or English; community college courses provided free by an employment and training service; and classes for a G.E.D are shown in the next four lines of Exhibit 6.1. The patterns for all four of these activities are similar to those for attending job clubs. That is:

- o For none of these activities did more than five percent of treatment group members report participation.
- o Even fewer control group members reported attending each of these types of classes -- under four percent in all cases.

Although the observed differences were only two percentage points or less, three of the four differences are statistically significant (all but community college courses).

Workfare

Another component of the E&T Program, is assignment to either a subsidized (workfare) or unsubsidized work experience job as a condition of maintaining food stamp benefits². Relatively few individuals reported participating in such activities: about six percent of treatment group members, and about three percent of

² The followup survey instrument does not distinguish between workfare as a condition for receiving food stamps versus other government benefits. However, it is included here because anyone who was participating in workfare for another government program would be expected to be exempted from E&T.

controls. The difference is statistically significant, however.

DESCRIPTION OF E&T PROGRAM PARTICIPATION

The preceding discussion described the extent to which participants received more services than they would be expected to receive in the absence of the E&T Program. This section examines the experiences of those individuals who at the time of certification for food stamps had E&T requirements imposed as a condition of eligibility. It is therefore more descriptive in nature because it focuses only on individuals in the treatment group.

Methodology

Employment and training caseworkers in the participating local FSAs were asked to complete a Client Participation History Form (CPHF) for each individual assigned to the treatment group. For major Program-related events, caseworkers recorded the date and a description of the particular activity. A total of 4,591 CPHFs were completed generating almost 35,000 individual event records representing 85 different types of activities. An average of seven events were recorded per participant.

Two types of problems affected the way these data could be analyzed. First, in some instances caseworkers failed to record the date for a particular event. Where this occurred for an intervening event, a value was imputed between the preceding and succeeding dates. Such imputation was not possible for CPHFs with only one event and for which the date was missing, nor for those instances where the final event was missing a date. In these situations, only the sequence of events could be maintained.

The second problem was related to the consistency with which data were recorded on the CPHFs. Despite receiving training local workers were uneven in how they maintained and recorded all case-related activities. In addition, for certain key events -- participant withdrawal from the Food Stamp Program, obtaining employment, and sanction-related reductions in benefits -- the necessary data simply might have been unavailable to the local workers because existing E&T systems and procedures do not readily provide such information. Given that this study involved hundreds of workers in 53 separate local agencies, these problems were not very surprising.

As a consequence, this analysis of the CPHF data used terminal events to define general patterns of E&T participation, rather than focusing on the occurrence of specific events or activities. For example, consider two individuals. Person A participated in an E&T component, had an episode of noncompliance that initiated a sanction action (e.g., issuance of a Notice Of Adverse Action), "cured" the noncompliance, resumed participation and completed the E&T component requirements. Person B also participated in an E&T component, was noncompliant and subject to a sanction but did not resume participation. For the purposes of this analysis, Person A was categorized as having entered an E&T component and completed all Program requirements; Person B, on the other hand, was categorized in the sanction process after starting an E&T component. Although this use of final participation status ignores some interesting distinctions, it has the important feature of focusing on what ultimately happened to those individuals who started the E&T process.

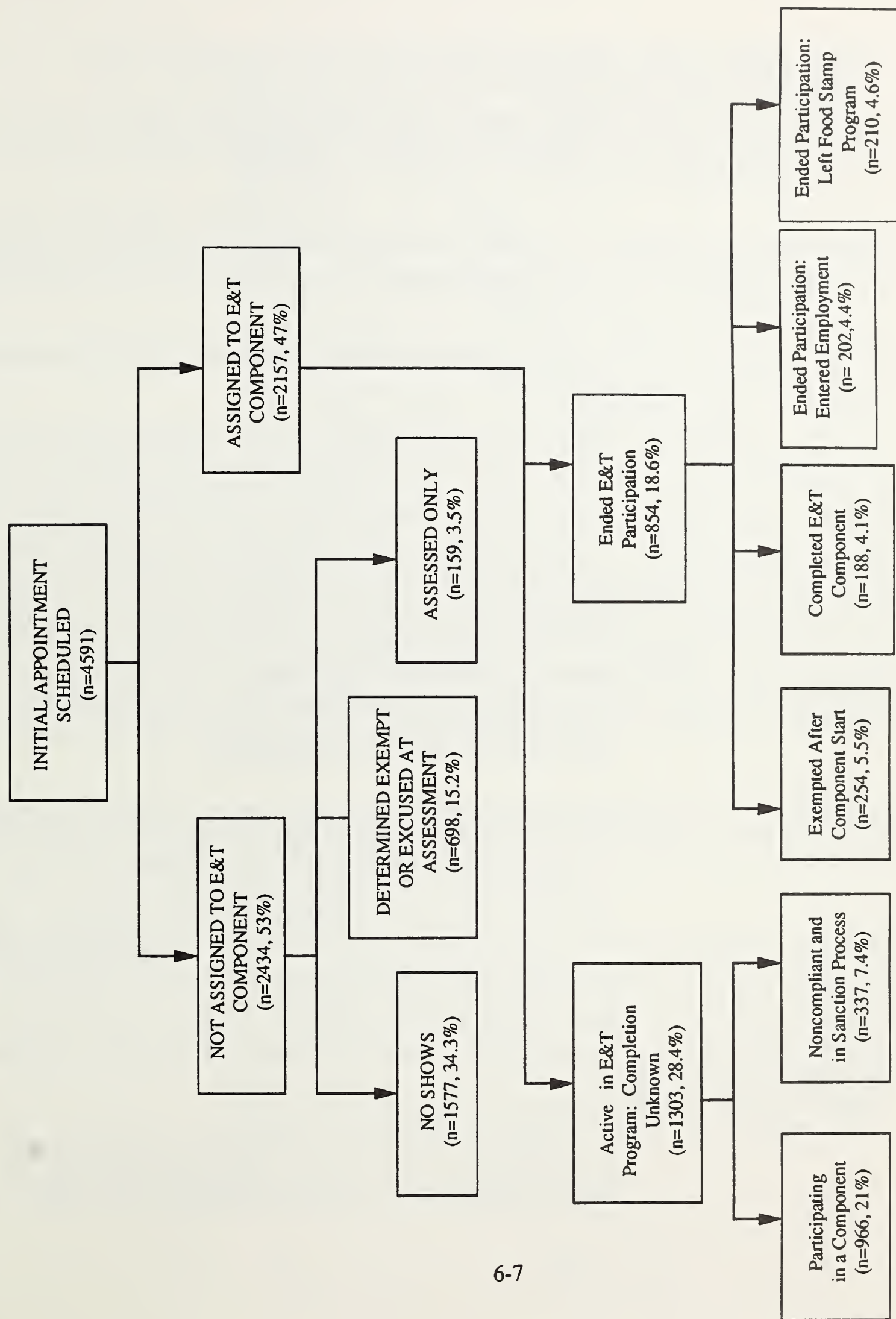
The remainder of this chapter consists of seven sections. The first focuses on the overall pattern of E&T participation using terminal events to classify individuals assigned to the treatment group. The remaining six sections examine specific aspects of Program participation -- no shows, service assignment, noncompliance and sanctions, program completion, participants' employment, and participants' receipt of food stamp benefits.

Overall Patterns

Figure 6.1 displays the Program outcomes for the 4,591 participants for whom CPHFs were completed³. The most striking feature is that 53 percent of those initially determined eligible and placed in the treatment group were never assigned to an E&T component.

³ As noted in Chapter Four, there are no significant differences in the characteristics of individuals for whom CPHFs were and were not received. In addition, using data from the followup surveys and food stamp administrative records, the patterns of employment and benefit receipt were compared for those individuals with CPHFs and those for whom CPHFs were not obtained. The results of this comparison indicates that the missing cases are also quite similar on these outcomes. As a consequence, the missing data are unlikely to cause a serious bias.

FIGURE 6.1: OVERALL PATTERNS OF E&T PROGRAM PARTICIPATION (Based on Terminal Events -- Unweighted Data)



This 53 percent is composed of three distinct groups:

- o 34.3 percent were no shows⁴, i.e., they failed to show up for their initial assessment interview even after being given a number of opportunities to do so;
- o 15.2 percent met with their E&T caseworker and were subsequently determined exempt (for reasons such as disability, lack of transportation, or dependent care) and excused from the Program;
- o 3.5 percent had no further activity after their initial assessment interview.

These figures are consistent with the previously presented self-reported data which indicated that the E&T Program involved a small portion of those required to participate in any type of employment or training service. Similar findings have been reported in numerous other employment and training programs for economically disadvantaged persons. In the WIN-demonstrations, from 30 to 62 percent never participated; in the Food Stamp Work Registration/Job Search Demonstrations (Lerman et al., 1986), from 20 to 32 percent of participants were never assessed and the overall service no-show rates ranged from 35 to 67 percent; and, in a recent study of work registrants (Usher, Gogan, Koo, 1989) found that 54-65 percent failed to keep their first appointment, and only 20-40 percent actually started job search.

The remaining E&T participants who were assessed and assigned to a particular E&T service component represent 47 percent of the original pool of E&T eligibles. These participants were distributed as follows: for 19 percent caseworkers indicated that the individuals had, in fact, completed their E&T obligations -- about six percent had been exempted or excused from further participation, about five percent were recorded as having left the Food Stamp Program, about four percent had completed their E&T requirements, and about four percent were recorded as having found employment; the remaining 28 percent were placed

⁴ It is important to keep in mind that a Program no-show is not the same as a nonrespondent to the follow-up survey, i.e., the cause of sample attrition discussed elsewhere in this report.

in an E&T component but the CPHFs did not indicate whether these individuals had either fulfilled their Program obligations or left the Food Stamp Program. Of the cases with an unknown completion status, about one-fourth had been sanctioned for noncompliance but the outcome (e.g., food stamp termination) was unknown.

For the most part, the CPHFs do not indicate a particularly high rate of actual Program completion (nearly 20 percent). Again, this is similar to previous research findings. For example, the Food Stamp Job Search Demonstrations reported that among those starting a service component, from 33 to 73 percent actually completed their requirements. However, the results reported above for the E&T evaluation must be interpreted with some caution. Because caseworkers were sometimes inconsistent in their recording of events, drawing inferences from the absence of a specific event may be misleading. For example, a record that contained no indication that an individual had obtained employment may mean either the individual had not found a job, or that the information was simply not recorded (due either to worker oversight or to a lack of information about the actual event). Therefore, an examination of the remaining categories of E&T participants must be taken as only suggestive evidence. The results presented in the following chapters, which compare outcomes for both treatments and controls, is the more appropriate basis for drawing conclusions about the efficacy of the E&T Program.

The remaining sections of this chapter elaborate on the experiences of these different groups of E&T participants. Data are derived primarily from the CPHFs, but data from the followup surveys are incorporated where possible.

Initial No Shows

As noted above, about one-third of those assigned to the E&T Program failed to show up for their initial meeting with their ETU caseworker. This was true despite repeated attempts to schedule an assessment interview; 65 percent of the no shows were rescheduled at least once, 20 percent on four separate occasions. As described in Chapter Three, participants can repeatedly cure their noncompliance and as result extend their period of receipt of food stamp benefits. Such noncompliance was, as shown below,

particularly serious in some local FSAs:

<u>Rate of No Shows</u>	<u>Weighted Percent of Local FSAs</u>
0 - 20%	28%
21 - 40%	46
41 - 60%	23
over 60%	3

Those agencies serving relatively high proportions of particularly uncooperative individuals had no-show rates resulting in two-thirds of the required E&T participants never had their initial meeting with an ETU caseworker. This problem was especially severe in agencies with a high incidence of homeless individuals, and in one agency that focused its E&T Program on individuals who had previously failed to comply with the State's GA employment and training program.

An obvious question that arises is, "Who are the no shows, and are they different from other E&T participants?" As shown in Table 6.2, these individuals are clearly different from others in the treatment group. The no shows are significantly more likely to be young (under the age of 22), male, and never married (predominantly single adults without children). Minorities are also overrepresented in this group. Although not different on labor market experience, the no shows are significantly less well educated. Not surprisingly, the no shows were also about 50 percent more likely to be nonrespondents to the followup survey because they could not be located. The extreme mobility of these individuals and the high incidence of homelessness greatly affected the ability of interviewers to find the study participants even with the assistance of the local FSAs. It appears that these same problems also increased the likelihood that these individuals would not cooperate at all with the requirements of the E&T Program.

To better understand the characteristics of the no shows, Table 6.3 provides the incidence of being a no show for various subgroups of the E&T population. These results suggest that those under the age of 30 are the least likely to cooperate, especially young males (either singles or those in multiple adult households). As a group, older single females are the most likely to cooperate regardless of work experience. Indeed, work experience appears to have little correlation with Program cooperation.

TABLE 6.2: COMPARISON OF THE CHARACTERISTICS OF E&T NO SHOWS WITH OTHER E&T PARTICIPANTS (Unweighted Means)

		<u>E&T Participants with Completed CPHFs</u>	
		<u>Other Eligibles</u>	<u>No Shows</u>
<u>DEMOGRAPHIC CHARACTERISTICS</u>			
Age			
	Under 22	0.1408	0.1807***
	22-30	0.2916	0.3453***
	31-40	0.3163	0.2896*
	Over 40	0.2513	0.1845***
Gender			
	Male	0.5561	0.6679***
	Female	0.4439	0.3321***
Marital Status			
	Currently married	0.2517	0.2130***
	Divorced, widowed, separated	0.3092	0.2473***
	Never married	0.4391	0.5397***
Ethnicity			
	White	0.4595	0.3688***
	Black	0.4645	0.5513***
	Hispanic	0.0656	0.0754
	Other	0.0104	0.0045**
<u>HOUSEHOLD CHARACTERISTICS</u>			
Household Size		2.2870	2.0812***
Household Composition			
	Single adult	0.4669	0.5234***
	Multiple adults, no child(ren)	0.2045	0.2287*
	Single adult with child(ren)	0.0892	0.0512***
	Multiple adults with child(ren)	0.2394	0.1967***

TABLE 6.2: (Continued)

		<u>E&T Participants with Completed CPHFs</u>	
		<u>Other Eligibles</u>	<u>No Shows</u>
EDUCATION AND EMPLOYMENT			
Education			
	Less than grade 12	0.5053	0.5538***
	High school graduate	0.2928	0.2651**
	G.E.D.	0.0741	0.0774
	Some college	0.1078	0.0888**
	College graduate	0.0201	0.0148
Labor Market Experience			
	Worked during last 12 months	0.5260	0.5473
	Worked, but not during last 12 months	0.3251	0.3064
	Never worked	0.1489	0.1463
Poverty			
	Missing	0.0332	0.0395
	Under 75%	0.7087	0.7153
	75% - 150%	0.2067	0.2042
	Over 150%	0.0514	0.0412

* Statistically significant at the 10 percent level.

** Statistically significant at the 5 percent level.

*** Statistically significant at the 1 percent level.

Source: CPHFs completed for Treatment Group individuals; characteristics from the Baseline Information Form.

**TABLE 6.3: INCIDENCE OF INITIAL NO SHOW BY PARTICIPANT SUBGROUP,
FY1988 (Weighted Data)**

<u>Subgroup</u>	<u>Percent</u>
ALL PARTICIPANTS	28.0
SINGLES LIVING ALONE	26.6
Male	29.3
Female	21.2
Under Age 30	29.2
Over Age 30	24.2
Prior Work Experience ^a	25.6
No Work Experience	23.7
White	27.8
Nonwhite	25.9
Male	
Under Age 30	
Prior Work Experience	30.4
No Work Experience	26.8
Over Age 30	
Prior Work Experience	27.4
No Work Experience	24.0
Female	
Under Age 30	
Prior Work Experience	24.9
No Work Experience	24.9
Over Age 30	
Prior Work Experience	13.9
No Work Experience	15.2
White, Male	31.4
Nonwhite, Male	28.2
White, Female	22.5
Nonwhite, Female	19.7

TABLE 6.3: (Continued)

<u>Subgroup</u>	<u>Percent</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	30.2%
Male	30.7
Female	25.7
Prior Work Experience	28.5
No Work Experience	28.1
Up to Age 30	33.1
Over Age 30	22.8
HOUSEHOLDS WITH CHILD(REN)	28.4%
Male	28.5
Female	27.5
Prior Work Experience	28.6
No Work Experience	27.2
Up to Age 30	32.2
Over Age 30	24.2

^a Defined as having worked in 12 months prior to FSP certification.

Source: Client Participation History Forms Baseline Information Forms.

Service Assignment

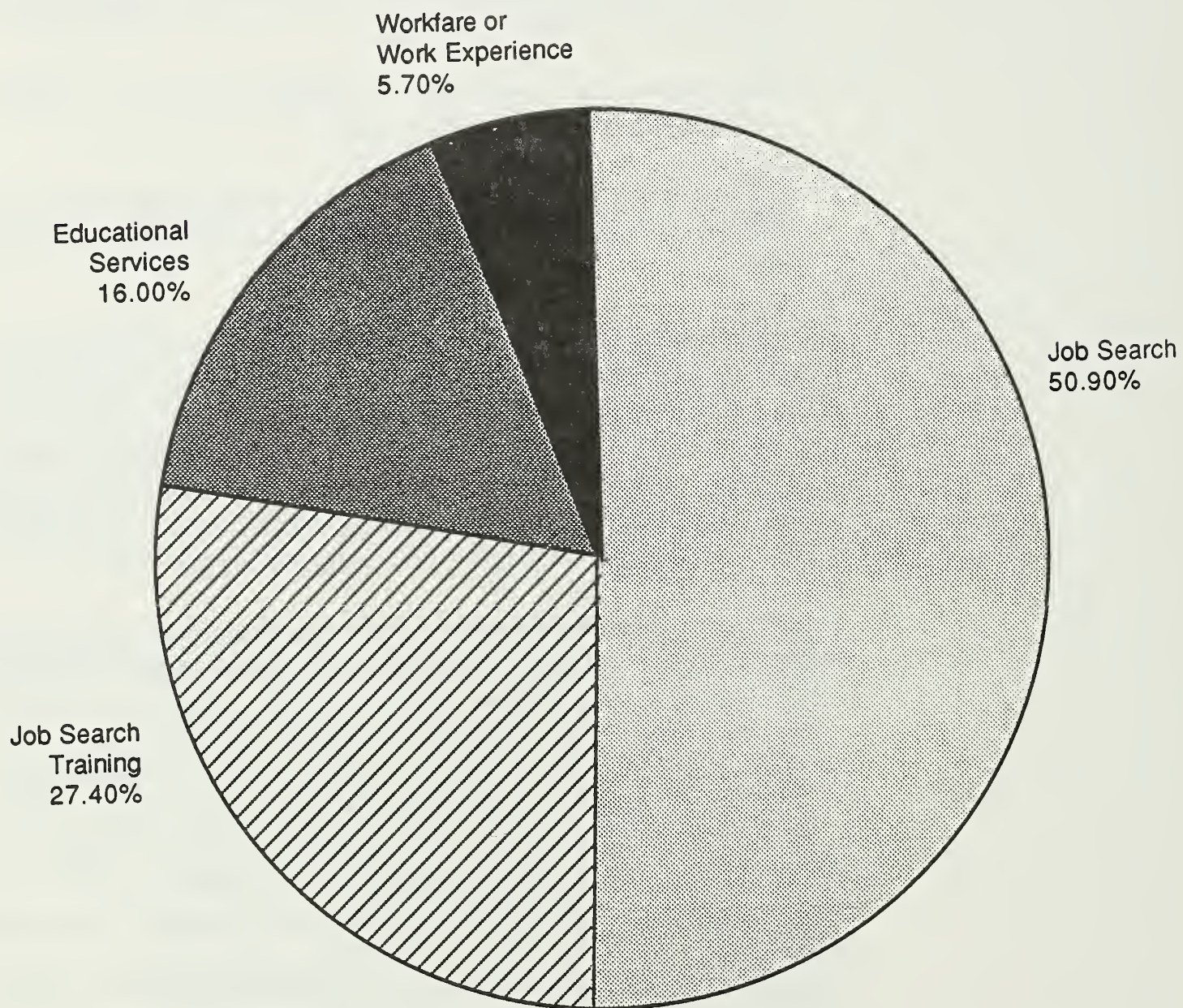
Of the 47 percent who were assigned to a service component, the distribution of initial service assignments is as follows:

- o 50.9 percent were assigned to job search (24 percent of the original pool of participants);
- o 27.4 percent were assigned to job search training (about 13 percent of the total);
- o 5.7 percent were assigned to workfare or work experience (almost three percent of the total);
- o 16.0 percent were assigned to an educational component including basic and vocational education (7.5 percent of the total).

The distribution is shown in Figure 6.2. In addition, 8.7 percent of those initially assigned to one component were subsequently assigned to another service. For example, assignment to job search was often followed by a job club for those unable to find employment on their own. Further, about ten percent of those assigned to an E&T component had an interruption in participation which caused them to restart their assigned component.

Table 6.4 provides information on the characteristics of individuals assigned to different types of service components. For this purpose, two assignment groups have been created: assigned to only job search; and assigned to a component other than job search (i.e., job search training or more intensive services) with or without some preliminary assignment to job search. These results must, however, be used with caution because the types of individuals targeted for E&T participation and the types of services offered by the local FSAs were not independent decisions. Therefore, observed relationships may be more a function of the types of clients available for E&T than a conscious decision to place certain types of individuals in particular service components. Moreover, for those local FSAs with multiple services available, participants placed in more intensive services were likely to be different from those assigned to individual job search in ways that affect participants' employment. For example, participants considered in need of intensive services were likely to be those with the greatest need for assistance and the least likely to be job ready.

FIGURE 6.2: PERCENT OF E&T PARTICIPANTS ASSIGNED TO DIFFERENT SERVICE COMPONENTS



* Percent of those persons actually placed in a component

SOURCE: Client Participant History Forms

TABLE 6.4: E&T PARTICIPANT CHARACTERISTICS AND TYPE OF SERVICE ASSIGNMENT, FY1988 (Weighted Data)

<u>Subgroup</u>	<u>Job Search Only</u>	<u>Other Services</u>	<u>Any Component</u>
SINGLE ADULTS LIVING ALONE	19.0%	39.7%	58.7%
Male	19.3	39.9	59.2
Female	18.6	39.3	57.9
Under Age 30	16.1	40.0	56.1
Over Age 30	21.7	39.7	61.6
Prior Work Experience ^a	20.1	38.5	58.6
No Work Experience	17.9	44.7	62.6
White	25.7	28.3	54.0
Nonwhite	14.1	48.0	62.1
Male			
Under Age 30			
Prior Work Experience	17.8	41.8	59.6
No Work Experience	12.9	51.2	64.1
Over Age 30			
Prior Work Experience	22.0	38.4	60.4
No Work Experience	22.5	39.6	62.1
Female			
Under Age 30			
Prior Work Experience	19.0	29.6	48.6
No Work Experience	12.9	43.1	56.0
Over Age 30			
Prior Work Experience	21.2	45.1	46.3
No Work Experience	20.1	49.1	69.2
White, male	27.5	26.1	53.6
Nonwhite, male	14.2	48.2	62.4
White, female	23.0	31.6	54.6
Nonwhite, female	13.8	47.7	61.5

TABLE 6.4: (Continued)

<u>Subgroup</u>	<u>Job Search Only</u>	<u>Other Services</u>	<u>Any Component</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	24.3%	23.6%	47.9%
Male	23.5	26.8	50.3
Female	26.0	22.4	48.4
Prior Work Experience	27.3	24.7	52.0
No Work Experience	21.7	24.7	46.4
Under Age 30	23.3	23.4	47.7
Over Age 30	25.9	25.4	51.3
HOUSEHOLDS WITH CHILD(REN)	22.1%	25.8%	47.9%
Male	21.8	27.2	49.0
Female	22.3	26.0	48.3
Prior Work Experience	19.7	25.0	44.7
No Work Experience	25.0	28.4	53.4
Under Age 30	15.6	27.2	42.8
Over Age 30	27.7	25.9	53.6

^a Defined as having worked 12 months prior to FSP certification.

Source: Baseline Information and Client Participation History Forms.

The pattern shown in this table is generally consistent across the various subgroups with one important exception -- singles are most likely to be assigned to a service component, and most likely to be assigned to a service other than individual job search. It may be that singles, who make up the largest share of the E&T population, are the least job ready and more in need of the full menu of Program services.

In addition to direct employment and training services, E&T participants also received reimbursements to cover their out-of-pocket costs associated with meeting their E&T requirements. Among those individuals assigned to a service component, about 32 percent reported having received some reimbursement⁵. The average total reimbursement for an individual's complete E&T participation was about \$35 (among all those receiving E&T services -- including those reporting no reimbursements -- the average total payment was \$8.31). Total reimbursements per individual were under \$50 for almost 90 percent of individuals receiving services. About eight percent had total reimbursements between \$50 and \$150, and about three percent had reimbursements in excess of \$150.

Noncompliance

As discussed in Chapter Three, E&T staff spend most of their time dealing with instances of participant noncompliance. In the prior Food Stamp Job Search Demonstrations (Lerman et al., 1986) about one-fourth of all work registrants were terminated for noncompliance. It is not surprising, therefore, that the records of individual participant experiences show a very high incidence of sanction activity⁶. In addition to the 34 percent who were initial no shows, 38 percent of those assigned to a service component had at least one instance of noncompliance -- for some individuals, this number reached a total of eight separate actions (again, as a result of the ability to easily cure noncompliance). But the data also indicate that the actual number of sanctions imposed is relatively small. As part of the First Wave Followup survey, respondents were asked if they had been denied food stamp benefits or had their benefits reduced since the time of random assignment (an

⁵ These data were derived from the First Wave Followup surveys.

⁶ Defined here as any noncompliance-related activity including issuance of a NOAA.

elapsed time of about 4-6 months). About half of those in the treatment group reported such reductions, but only about 19 percent attributed this to their noncompliance with E&T.

Table 6.5 uses the data recorded on the CPHFs to show the incidence of noncompliance, the frequency with which local FSAs initiated a sanction against noncompliant individuals (i.e., issuing a NOAA), and the frequency of actual benefit reduction or termination from the Food Stamp Program. The data are reported for the nine mutually exclusive groups previously shown in Figure 6.1. As noted earlier, however, the information on actual benefit reductions should be considered an underestimate because most ETU workers lacked information about actual benefit reductions or terminations.

As shown in this table, the incidence of noncompliance is quite high affecting almost four out of ten participants; many noncompliant individuals had multiple instances of noncooperation. A formal sanction does not always appear to have been initiated against the noncompliant individual, however. As was discussed in Chapter Three, local FSA staff sometimes viewed this as a last resort, undertaken only after the individual is given multiple opportunities to cure their noncompliance (i.e., agree to comply) with the E&T requirements. Nonetheless, nearly one-fourth of the local FSAs sanctioned over 50 percent of their E&T participants.

The characteristics of sanctioned individuals are examined in Table 6.6 which indicates that males, younger individuals (under the age of 30), and individuals without prior work experience were more likely to be sanctioned. This suggests that, like the no shows, individuals with less experience conforming to externally imposed obligations are most likely to be uncooperative with the requirements of E&T.

One concern sometimes expressed about sanctions is that they may tend to force people to leave public assistance who do not have an alternative means of support. To address this question, individuals who left the Food Stamp Program after a sanction were examined with respect to whether they had a job at the time they ended their receipt of benefits. The results indicate that of those who left the Food Stamp Program without a job, 13.5 percent were sanctioned compared to 12.5 percent for those who left with a job. Therefore, the data suggest that individuals with and without employment

TABLE 6.5: INCIDENCE OF NONCOMPLIANCE AND SANCTIONS (Percent of E&T Participants Subject to Noncompliance Action by Terminal State Recorded on CPHF -- Unweighted Data)

<u>Program Terminal State</u>	<u>Noncompliant</u>	<u>Multiple Noncompliances</u>	<u>Sanctioned*</u>	<u>Had Benefits Reduced or Terminated</u>
All E&T Participants	38.2%	8.2%	27.2%	14.5%
Initial No Shows	100.0	5.0	38.7	20.6
Determined Exempt	1.9	0.0	6.1	0.0
Assessed Only	25.2	2.5	25.2	15.1
Assigned/Active	24.0	22.6	13.3	4.6
Assigned/In Sanction	100.0	15.8	71.4	71.9
Assigned/Excused	83.1	26.4	9.5	5.5
Completed E&T Req'mts	25.5	4.3	5.8	1.1
Completed/Employed	22.9	7.0	11.0	3.0
Completed/Left FSP	43.3	10.9	19.1	1.0

Source: Client Participation History Forms.

* Issuance of a Notice of Adverse Action (NOAA).

**TABLE 6.6: INCIDENCE OF SANCTIONED* E&T PARTICIPANTS BY SUBGROUP,
FY1988 (Weighted Data)**

<u>Subgroup</u>	<u>Percent</u>
SINGLES ADULTS LIVING ALONE	
Male	31.0
Female	33.9
Under Age 30	34.9
Over Age 30	27.7
Prior Work Experience ^b	26.8
No Work Experience	34.2
White	19.9
Nonwhite	39.3
Male	
Under Age 30	29.1
Prior Work Experience	47.8
No Work Experience	
Over Age 30	
Prior Work Experience	29.0
No Work Experience	29.5
Female	
Under Age 30	22.9
Prior Work Experience	37.1
No Work Experience	
Over Age 30	
Prior Work Experience	23.6
No Work Experience	18.9
White, Male	21.1
Nonwhite, Male	41.6
White, Female	18.2
Nonwhite, Female	33.2

TABLE 6.6: (Continued)

<u>Subgroup</u>	<u>Percent</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	25.3%
Male	26.1
Female	22.9
 Prior Work Experience	 22.9
No Work Experience	26.3
 Up to Age 30	 28.3
Over Age 30	19.8
 HOUSEHOLDS WITH CHILD(REN)	 25.2%
Male	27.3
Female	21.9
 Prior Work Experience	 23.7
No Work Experience	24.9
 Up to Age 30	 28.1
Over Age 30	20.9

^a Defined as the issuance of a Notice of Adverse Action (NOAA).

^b Defined as having worked in 12 months prior to FSP certification.

Source: Client Participation History and Baseline Information Forms.

options are equally as likely to be sanctioned and subsequently leave the Food Stamp Program.

Program Completion

Using the dates the E&T caseworkers recorded on the CPHFs, the total elapsed time between random assignment and the last recorded action was calculated. Table 6.7 shows the cumulative rate at which individuals completed participation in E&T. For this purpose, completion is defined as having reached a known terminal event including initial no shows, administrative exemptions from Program participation, the end of an assigned service component, employment, or leaving the Food Stamp Program.

Probably the most surprising aspect of these data is that individuals "participated" in the E&T Program for a relatively long time, especially those who never began a service component. Administrative delays associated with scheduling an initial client interview, participation interruptions, delays in communications between food stamp workers and E&T workers, and repeated attempts to reschedule client meetings all conspire to lengthen the period of Program participation. Moreover, because clients are allowed repeated opportunities to cure instances of noncompliance, they can maintain their food stamp benefits for months while avoiding the obligation to engage in E&T activities. This combination of institutional and individual behavior may, as a consequence, reduce potential savings by making it difficult for the Program to intervene early in an individual's period of food stamp receipt.

Among those who are assigned to a service component, about half spend more than three months in E&T before ending their participation, and almost one in five participate for over six months.

Employment

The rate at which individuals assigned to the treatment group obtained employment is shown in Table 6.8 for three groups -- initial no shows, others not placed in a service component, and those assigned to a service component. These data, derived from the followup surveys, indicate the monthly cumulative rate of entering any employment with separate rates for those assigned and those not assigned to an E&T component.

It is quite striking that the rate of employment is very similar among the three groups of E&T participants. Those not assigned to an E&T component enter employment sooner but the differences are not qualitatively large. For example, by six months

**TABLE 6.7: CUMULATIVE RATE OF E&T PROGRAM COMPLETION^a BY MONTH
AFTER RANDOM ASSIGNMENT BY PARTICIPANT CATEGORY
(Unweighted means)**

<u>Months After Random Assignment</u>	<u>Not Assigned to a Component(n = 2,100)</u>	<u>Assigned to a Component (n = 2,040)</u>
1	28.5%	11.6%
2	53.9	29.3
3	73.2	48.2
4	83.8	62.8
5	89.4	75.1
6	92.5	82.3
Over 6	100.0	100.0

^a Program completion includes: initial no shows; exemptions or later Program exclusions; completion of assigned component requirements; and, termination from the Food Stamp Program.

Source: Client Participation History Forms.

TABLE 6.8: CUMULATIVE RATE OF EMPLOYMENT BY MONTH AFTER RANDOM ASSIGNMENT BY PARTICIPANT CATEGORY (Unweighted means)

<u>Months After Random Assignment</u>	<u>No Shows</u>	<u>Not Assigned</u>	<u>Assigned to a Component</u>
1	24.9%	26.7%	16.2%
2	31.5	31.5	22.3
3	36.5	36.7	28.6
4	40.7	42.1	32.5
5	43.7	44.3	36.7
6	46.5	47.3	39.3
9	51.5	54.8	46.5
12	56.1	58.7	50.9

Source: Client Participation History Forms and Followup Survey Data (n = 2,995) and Baseline Interview Forms.

after random assignment, the difference in percent employed is only about seven percent. These data cannot be used to draw inferences about the effect of E&T on employment, however, because they do not account for what would have happened in the absence of the Program. It is possible that the individuals who received services were the least employable and would have become employed much more slowly without the E&T services.

Table 6.9 examines the relationship between employment outcomes and E&T services in more detail. In particular, the following measures are provided for participants who received no services, those who received only job search, and those who received more intensive services (including job search training):

- o whether employed at all at the time of certification for food stamps (the point of random assignment);
- o whether employed at the end of 12 months;
- o the average number of days employed in the 12 month period;
- o the number of jobs held in the year;
- o the time elapsed from random assignment to the first job.

The data for this table are derived from the First Wave Followup surveys using only those individuals assigned to the treatment group for whom 12 complete months of data are available (all data are weighted). **These comparisons must, however, be made with caution.** Because E&T participants were not randomly assigned to different service configurations, it is not possible to distinguish between the effect of services from differences in the abilities and motivations of the participants. In addition, local FSA staff with multiple services available may have assigned those most in need of employment assistance to the more intensive services, and the most job ready to individual job search.

Nevertheless, these data reveal some interesting patterns. First, individuals receiving job search services made the largest gains in employment over the 12 month period -- about 34 percent as compared to about 20 percent for those receiving no services, and 24 percent for those receiving additional types of employment and training services. Second, individuals receiving only job search found employment sooner and were employed for more days.

TABLE 6.9: EMPLOYMENT OUTCOMES FOR E&T PARTICIPANTS BY SERVICE CATEGORY (Weighted Data)

	<u>E&T SERVICE CATEGORY</u>		
	<u>NO SERVICES</u>	<u>JOB SEARCH ONLY</u>	<u>OTHER SERVICES</u>
Employed at Time of Random Assignment	13.5%	9.4%	6.3%
Employed at End of Year	33.9	42.9	30.2
Average Days Worked in the Year	108.5	127.7	80.5
Cumulative Frequency of Months Until Employment.....			
1	25.2%	23.4%	12.2
2	30.4	30.4	18.5
3	35.1	39.1	23.7
4	38.7	42.6	28.4
5	41.8	46.5	31.6
6	43.6	51.1	32.9
9	49.1	60.3	42.5
12 ^a	52.4	63.8	49.3

^a This is the cumulative percent of E&T participants who were ever employed by the end of the year.

Source: Followup Survey, Treatment Group members with 12 months of data.

Finally, those receiving more intensive services reported the least amount of employment and were the slowest to find employment. Two reasonable explanations are that those involved in more intensive services were the least employable group at the outset, and these individuals may have been held off the job market during the time they are completing their service assignment.

Receipt of
Food
Stamps

The rate at which E&T participants terminate from the Food Stamp Program is shown in Table 6.10 by month and by whether an individual was assigned to a service component (those who terminated may have been recertified in a subsequent month).

The initial no shows were the most likely to terminate early from the Food Stamp Program. About two-thirds of these individuals terminated in the first three months after random assignment, and over 80 percent terminated by six months after random assignment. Those initially exempted and all those assigned to a service component had considerably longer periods of benefit receipt. In these groups, only about one-third terminated in the first three months, and a little more than half terminated within six months after random assignment. In part, this longer period of benefit receipt may be due to the time required to comply with the requirements of an E&T service component and the ability of noncompliant individuals to repeatedly cure instances of noncompliance and thereby maintain their benefits for an extended period of time.

Table 6.11 examines the relationship between the receipt of food stamp benefits and E&T services in more detail. In particular, the following measures are provided by whether a participant received no services, job search only, and more intensive services (including job search training):

- o the total number of spells of receipt for the entire year after the time of initial certification for food stamps (the point of random assignment);
- o the average number of months of receipt by the end of 12 months;
- o the average monthly benefit received; and
- o the time elapsed from random assignment to the first termination of benefits.

TABLE 6.10: CUMULATIVE RATE OF TERMINATION FROM THE FOOD STAMP PROGRAM BY MONTH AFTER RANDOM ASSIGNMENT AND PARTICIPANT CATEGORY (Unweighted Means)

<u>Months After Random Assignment</u>	<u>No Shows</u>	<u>Not Assigned</u>	<u>Assigned to Component</u>
1	29.7%	13.1%	13.3%
2	47.1	20.6	21.8
3	61.4	33.8	32.8
4	69.3	42.4	41.8
5	74.9	51.2	48.4
6	81.9	58.7	55.2
9	87.9	71.5	67.5
12	92.3	81.1	78.5

Source: Client Participation History Forms and State Food Stamp Benefit Data (n = 3,772).

TABLE 6.11: RECEIPT OF FOOD STAMP BENEFITS BY E&T PARTICIPANTS
(Weighted Data)

	<u>E&T SERVICE CATEGORY</u>		
	<u>NO SERVICES</u>	<u>JOB SEARCH ONLY</u>	<u>OTHER SERVICES</u>
Number of Spells of Receipt	1.08	1.14	1.13
Number of Months of Receipt in Year	7.18	6.97	7.81
Average Monthly Benefits for Year	\$116.24	\$117.09	\$111.52
Cumulative Frequency of Months Until End of First Spell....			
1	41.6%	33.2%	29.0%
2	54.4	49.6	42.0
3	66.8	63.9	56.6
4	76.0	72.1	66.6
5	80.2	77.1	74.5
6	84.9	81.2	78.7
9	96.5	95.6	94.2
12	100.0	100.0	100.0

Source: Followup Survey, Treatment Group members with 12 months of data. Cumulative frequencies for those participants with at least one termination in the year.

The data for this table are derived from the First Wave Followup surveys, using only those individuals assigned to the treatment group with 12 complete months of data (all data are weighted). As with employment, these comparisons must be made with caution. Nevertheless, these data show some interesting patterns. First, individuals receiving job search services have the fewest months of benefit receipt and get off the rolls almost as fast as those receiving no services. Average benefits, however, show very little difference across the three groups.

SUMMARY OF FINDINGS

The most important conclusion to be drawn from the data presented in this chapter is the limited nature of the Food Stamp E&T Program. First, a relatively large portion of those required to participate in the Program (53 percent) never received any services even after repeated attempts by the local FSAs to gain their cooperation -- they either never appeared for their required interview with an E&T caseworker, were initially excused because of personal difficulties, or never advanced beyond the assessment interview. Moreover, in the absence of E&T substantial numbers of eligible participants were able to find services on their own. The difference in the receipt of any employment and training services is only 12 percentage points between the treatment and control group.

The rate of initial noncooperation (the no shows) varied substantially among the study sites with two sites serving particularly difficult populations having about two-thirds of their E&T participants fail to appear for an initial interview. Individuals under the age of 30, especially single males, were the most likely to be uncooperative from the outset.

Noncompliance was not, however, limited to the initial assessment interview. Among those assigned to an E&T service component, 38 percent were sanctioned for failing to comply with their obligations, in some instances this occurred up to eight different times for the same individual. The ability to easily cure noncompliance allowed individuals to delay the sanction process and maintain their food stamp benefits. Because many of these individuals were likely to spend a relatively short time on the rolls, they could extend their period of noncooperation to the time they left the FSP without ever fulfilling their E&T requirements. As

with the no shows, participants who were sanctioned for noncompliance after being placed in a component were most likely to be young males.

Among Program participants, the rate of entering employment differed little between those who did and did not receive E&T services. Individuals who received job search services made the largest gains in employment over the 12 month period, were employed for the most days, and found employment about as soon as those receiving no services. Those who received more intensive services had the least amount of employment and were the slowest to find employment. This difference may be because those assigned to more intensive services were the least employable group at the outset and were held off the job market during the time they were completing their service programs.

Those E&T participants who actually started a service component were primarily placed in low intensity services (the most commonly available type of E&T service). Four out of five were involved in either individual job search or job search training (including job clubs). About 20 percent of those assigned (about 10 percent overall), entered a more intensive program such as an educational component or work experience. The services received by control group members -- i.e., that would have been received by E&T participants in the absence of the Program -- were not much different.

Finally, although participants who were placed in a service component had the longest periods of benefit receipt, most individuals receive food stamps for a relatively short time. The average period of receipt was only about seven months; about six out of ten left within three months. Individuals assigned to job search had the fewest months of benefit receipt.



VII THE IMPACT OF THE E&T PROGRAM ON PARTICIPANTS' EMPLOYMENT AND EARNINGS

INTRODUCTION

It was hypothesized that participants' aggregate earnings would increase as a result of two possible effects of E&T. First, the quality of the jobs that participants found might improve thus increasing their weekly earnings. Second, the speed with which participants found jobs might increase extending their total employment in the followup period. Previous research related to the effect of employment and training programs has found relatively modest impacts on participants' employment and earnings. For example, the previous Food Stamp Work Registration and Job Search Demonstrations found, for sites operating programs resembling the current E&T Program, no effect on employment and positive effects on earnings in two of the four such sites. And even there the earnings gains were small, averaging \$100 and \$54 by the second quarter after random assignment (Lerman et al., 1986). Moreover, in those past studies that found positive effects on employment, most of the gains have come from those participants who already had a better chance of succeeding in the labor market (Porter, 1990).

This chapter presents the results of the analysis E&T's effect on participants' employment and earnings. The discussion consists of six sections: a brief review of the data and specific methodological issues related to this analysis; a description of the employment and earnings outcomes for individuals in the treatment group; the overall estimated impacts on employment and earnings; the estimated impacts for particular subgroups of participants; and an examination of the relationship between Program impacts and local FSA operational characteristics. A final section summarizes the results presented in this chapter.

DATA AND METHODOLOGY

The impact of E&T on participants was calculated using the methods described in Chapter Four. The Program's effect was first estimated within each of the 53 study sites using a fully-interacted

multivariate model. These individual site-specific estimates were then weighted and combined to estimate the impact of the Program nationally. This section describes the data used including the definitions of the outcome measures and explanatory variables used in the multivariate models.

Data Development

All of the employment and earnings data used in this chapter were collected as part of the followup surveys. Each wave of the survey asked participants about each job they reported holding between the "key date" and the interview date. The key date for the first interview was the date of random assignment; the key dates for the second and third interviews were the dates of the preceding interviews. This section describes the data recorded in the survey about employment and earnings, and some of the issues that arose when converting these job records into E&T impact measures.

The following information was obtained for all reported jobs:

- o start date;
- o end date;
- o whether wages were paid by the hour and, if so, the hourly wage, the typical number of overtime and non-overtime hours worked per week, and the rate of overtime pay;
- o if not paid by the hour, the length of pay period (e.g., daily, weekly, monthly), typical pay per period, and days worked per week if paid by the day; and
- o receipt of any additional tips or bonuses.

The reported information on dates of employment was sometimes inconsistent and required various adjustments before the job records could be used. Usable data were obtained from all but 60 job records (with missing start and end dates) using the following steps:

- 1) For many jobs, the respondent could only report the month(s) of employment. For those job records reported to have occurred in a single month, it was assumed that the job started 1/3 through the month and ended 2/3 through the month. For those job records that spanned multiple months, it was

assumed that the job started and ended in the middle of the reported months. In some instances, particularly for dates that fell near the beginning or end of a calendar year, the date was clearly off by a year. These errors were readily corrected.

- 2) Some jobs were reported to have started a few days before the key date of the reference period. These were treated as if they had started on the key date.
- 3) Similarly, some jobs were reported to have ended after the interview date. These were also treated as if they had ended on the interview date. In the few cases in which the start date also fell outside the reference period, both start and end dates were treated as missing.

Data on earnings also required some editing. There were some instances of hours being double counted that could be readily corrected (e.g., a report of 69 straight hours plus 29 overtime hours). Instances of total hours exceeding 80 per week that could not be accounted for in this or some similar way were set to missing. Likewise, earnings for jobs that were not paid by the hour and that were reported to have exceeded \$250 per day or \$1,000 per week were set to missing, as were earnings that included tips exceeding several hundred dollars per week. In some cases, these values may have been caused by a missing decimal point (e.g., \$30.00 versus \$3,000 in tips), while in others, pay for a week of work may have been misreported as being received five times a week (e.g., a person paid "by the day" at the rate of \$250 per pay period). When the cause of the problem was not obvious, however, the data were treated as missing.

In numerous instances, one or more elements required to calculate earnings were simply unknown. For example, the job was paid on an hourly basis, but the hourly wage was missing; or tips were reported to have been received, but the amount was not stated. In these instances, the missing data elements were imputed based on the respective means for other individuals at the same site. Overall, approximately 10 percent of the job records suffered from missing or evidently spurious data, affecting the earnings histories of nearly 900 individuals. All but 16 were corrected as described above.

In order to examine the impact of E&T on employment and earnings over time, the job records were aggregated into fixed time periods. Each period was three months in length. Calendar months were used to define the quarters, beginning with the first full month after random assignment.¹ Program impacts were estimated separately for each quarter and for the complete year for most measure. Total annual earnings was estimated by summing the separate estimates for each of the four quarters.

The estimation of Program impacts by quarter was complicated by the fact that survey nonresponse increased over time (see Chapter Four). That is, the number of observations with data for four quarters is less than the number with one quarter of data. In order to make maximum use of the available information all cases with data for a particular quarter were used to estimate the multivariate models for outcomes in that quarter. This results in changing samples over the four quarters, but provides the best estimates of the individual quarterly (and annual) impacts adjusted for systematic bias due to attrition.

Definition Of Variables

As described above, the outcome measures on employment and earnings were taken from the followup survey data. Explanatory variables, however, were defined at the time of random assignment because any measures after that date may be influenced by E&T participation. This section defines the actual outcome measures and explanatory variables used as covariates to estimate the effect of E&T on employment and earnings.

Outcome Measures. Employment was measured in several ways. The first of these is a simple dichotomous variable indicating **whether the participant was employed** at all during the followup period. This was calculated for each quarter and for all four quarters combined. (For participants for whom less than 12 months of followup data were available, the fourth quarter and combined measures are missing.)

The second measure of employment is the **number of days** during which a recipient had a job. For each reported job, the number of

¹ Thus, for a case that was randomly assigned on January 1, the first quarter would run from January 1 through March 31. For a case that was assigned later in January, the first quarter would begin on February 1.

days worked was calculated as the difference between the reported start and end dates, plus one. (Thus, a job which started and ended on the same day contributes one day to the count.) If a participant held several jobs simultaneously, the days of overlap were only counted once. Similarly, the day of overlap at the juncture of two reference periods was only counted once.

It should be noted that it was up to the respondent to define the start and end dates; therefore, ambiguity could occur with regard to whether weekends and other days off were added on at each end. Even if these days were excluded, the recipient was obviously not necessarily working during all those days during which he/she was employed; any number of days in that interval could be days off. It was not possible to adjust for this, however, as information on days worked per week at a job was collected only for those few jobs that paid by the day. The measure of days employed must therefore be interpreted as days during which the participant was in someone's employ, not necessarily at work.

The number of days employed was analyzed in two ways: for those participants who had any employment during the time period; and for the entire sample, including those who did not work. Both outcome measures were computed for each of the first four quarters after random assignment, and for the entire year. The measures were only calculated for those participants for whom complete data were available for the period in question. Thus, a few participants for whom job start and end dates were unknown, as well as those for whom the followup period was truncated by survey nonresponse, were excluded from some or all of the analysis.

The final measure of employment was the **number of hours worked per week** at the current or most recent job(s). This was calculated by determining the latest day in the quarter (if any) that the individual was employed, ascertaining which job(s) he or she held on that day, and then accumulating the corresponding straight and overtime hours. This procedure was necessary because a participant might report, for example, working eight hours a week at each of three jobs. This measure was constructed for each of the five time frames as data permitted.

With respect to earnings, two measures were used for this analysis - hourly wage and total earnings. The **hourly wage** was determined for the most recent job held in each of the five time frames. This measure could only be determined for those jobs in which

individuals were paid by the hour. (Hours worked per day were not known for individuals who were paid by the day.)

As a summary measure, **total earnings** from all jobs were calculated for all participants in the sample, for each of the five time frames. For most jobs, this measure was constructed from the data on wages, hours, tips, and number of weeks that the job was held. For jobs that did not pay by the hour, earnings were calculated based on daily or weekly rates of pay or, in a few instances, on lump sum payments.

Explanatory Variables

The explanatory variables used in the multivariate analyses fell into four groups:

- o demographic characteristics;
- o work history;
- o household income;
- o household composition.

The variables that were included in each category and their means, all of which were taken from the Baseline Information Form, are listed in Table 7.1. (For categorical variables, the mean of the omitted category is not shown, but can be easily computed from the data in this table). In the few instances of missing data, values of individual explanatory variables were imputed based on the site-specific mean values of all cases for which followup data were available. This allowed cases with some missing data to be included without allowing them to influence the estimates of the coefficients of the missing variables.

As discussed in Chapter Five, the available samples in certain sites did not permit the use of all possible explanatory variables in the estimation of the multivariate models. In such instances, a reduced model was estimated using those explanatory variables considered to be the best predictors of the particular outcome measure in question. This involved the use of something similar to a lagged measure for each outcome. For the employment model, the selected explanatory variables were whether the participant had ever worked, and pay per week at current or most recent job, at the time of random assignment. The reduced set of explanatory variables for other models was as follows: for the number of days

TABLE 7.1: EXPLANATORY VARIABLES FOR ANALYSIS OF IMPACT OF E&T ON EMPLOYMENT AND EARNINGS ANALYSIS

Demographic Characteristics	MEAN
Gender (male)	0.563
Age (excluded category: 22-40)	
--21 or under	0.171
--Over 40	0.219
Education (excluded category: less than 12 years)	
--High school graduate/G.E.D.	0.381
--Some college or college degree	0.125
Vocational training	0.271
Ethnicity (nonwhite)	0.524
Non-English speaking	0.026
Work History	
Employed at baseline	0.112
Never worked prior to baseline	0.210
Characteristics of current or most recent job at baseline	
--Usual hours per week (0 if never worked)	24.28
--Pay per week before deductions (0 if never worked)	118.85
Weeks worked in 12 months prior to baseline	11.64
Household Income	
Exceeds 150 percent of poverty for last 12 months	0.050
Any earnings in month prior to baseline	0.270
Any welfare income in month prior to baseline: AFDC, GA, Medicaid, housing subsidy	0.380
Household Composition	
Household type (excluded category: single adult)	
--Multiple adults, no children	0.207
--Single adult plus child(ren)	0.092
--Multiple adults plus child(ren)	0.211
Presence of child(ren) under age 6	0.131

employed, the selected variables were whether the participant had ever worked and number of weeks worked in the 12 months before random assignment; and for the number of hours worked and for both earnings measures, whether the participant had ever worked and usual hours per week at current or most recent job at the time of random assignment.

DESCRIPTION OF EMPLOYMENT AND EARNINGS

The impact of the E&T Program is estimated as the difference between actual observed outcomes and outcomes that would be expected in the absence of Program participation, i.e., the difference between treatment and control group outcomes. Before examining these differences, however, it is interesting to see what happened to those individuals who participated in the E&T Program as a way of placing the estimated effects into a proper context.

Table 7.2 presents a summary of the employment and earnings outcomes for those individuals assigned to the treatment group (i.e., the E&T participants). The results are presented both in total and for specific subgroups of the population. Overall, E&T participants had substantial gains in employment during the 12 months after certification for food stamps -- the percent employed increased by a full 23 percentage points. Large gains were also observed for every subgroup, especially individuals in households with children (in excess of 30 percentage points for males), those with prior work experience, and those under the age of 30. Even the smallest observed gains (e.g., nonwhite single males) were about 20 percentage points over the 12-month period.

Individuals under the age of 30 and those with prior work experience were most likely to be employed at year's end and to have worked the most during the year. Single females did better than single males, but in multi-person households, male participants' employment rates exceeded those of females. The least employed groups over the followup period were those lacking prior job experience, especially single males. In fact, single males without prior work experience have the lowest outcome of any group -- only about 15 percent were employed at the end of the year, and their total employment for the year averaged only about 40 days.

TABLE 7.2: EMPLOYMENT AND EARNINGS OF E&T PARTICIPANTS, FY1988
(Weighted Data)

<u>Subgroup</u>	<u>Employed at Intake %</u>	<u>Employed at End of Year (%)</u>	<u>Average Number of Days Employed</u>	<u>Average Number of Jobs^a</u>	<u>Average Wage Rate^b</u>
TOTAL, ALL GROUPS	10.9%	34.2%	103.6	0.91	\$4.71
SINGLE ADULTS LIVING ALONE	8.0%	29.3%	87.3	0.78	\$4.68
Male	7.4	27.0	78.8	0.71	\$4.86
Female	9.5	34.5	106.8	0.94	\$4.32
Under Age 30	9.2	31.5	96.5	0.93	\$4.78
Over Age 30	7.0	27.8	79.9	0.67	\$4.55
Prior Work Experience ^c	13.0	38.7	123.6	1.09	\$4.68
No Work Experience	--	18.4	44.5	0.43	\$4.66
White	9.5	32.3	105.8	0.91	\$4.62
Nonwhite	7.2	27.7	76.6	0.71	\$4.71
Male					
Under Age 30					
Prior Work Experience	15.1	40.7	131.7	1.25	\$5.15
No Work Experience	--	15.5	37.9	0.44	\$4.64
Over Age 30					
Prior Work Experience	9.3	35.7	101.4	0.84	\$4.51
No Work Experience	--	15.3	40.5	0.34	\$4.98
Female					
Under Age 30					
Prior Work Experience	12.3	36.1	124.2	1.13	\$4.40
No Work Experience	--	33.1	70.2	0.71	\$4.31
Over Age 30					
Prior Work Experience	18.2	46.0	158.8	1.29	\$4.18
No Work Experience	--	27.3	50.2	0.48	\$4.42
Male					
White	8.8	32.1	102.2	0.87	\$5.00
Nonwhite	6.7	24.8	67.9	0.64	\$4.80
Female					
White	10.7	32.8	111.3	0.97	\$4.19
Nonwhite	8.7	36.5	103.1	0.94	\$4.48

TABLE 7.2: (Continued)

<u>Subgroup</u>	<u>Employed at Intake (%)</u>	<u>Employed at End of Year (%)</u>	<u>Average Number of Days Employed</u>	<u>Average Number of Jobs^a</u>	<u>Average Wage Rate^b</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	9.7%	31.7%	104.4	0.93	\$4.65
Male	11.2	37.2	118.2	1.14	\$5.09
Female	8.3	28.3	92.3	0.78	\$3.90
Under Age 30	11.4	37.1	115.8	1.22	\$4.45
Over Age 30	7.7	28.7	95.6	0.68	\$4.91
Prior Work Experience	17.1	49.8	159.3	1.49	\$4.83
No Work Experience	--	16.3	53.1	0.43	\$4.04
HOUSEHOLDS WITH CHILD(REN)	15.4%	41.5%	125.1	1.10	\$4.84
Male	13.3	46.8	139.2	1.25	\$5.54
Female	17.5	39.5	117.3	0.91	\$4.19
Under Age 30	11.9	41.0	120.1	1.12	\$4.57
Over Age 30	19.3	43.9	132.0	0.99	\$5.05
Prior Work Experience	28.1	59.0	186.3	1.50	\$4.57
No Work Experience	--	23.1	56.1	0.53	\$5.05

Source: Followup Surveys and Client Participation History Forms.

^a Average number of jobs held in the year for all subgroup members (including those unemployed).

^b Average hourly wage for all jobs held by all subgroup members.

^c Defined as having worked in the 12 months prior to FSP certification.

ESTIMATES OF PROGRAM IMPACTS

The gains in employment discussed above do not reveal whether the E&T Program had a positive effect on participants. This requires some information on what would have happened to these individuals without the Program which is discussed in this section.

Total Earnings

The most complete measure of the impact of the E&T Program on labor market outcomes is its effect on total earnings from all jobs for the entire sample of participants. The analysis results are reported in Table 7.3. The first column shows the average earnings for members of the control group. The second column presents the estimated net impact of the E&T Program, i.e., the difference between the control group earnings and earnings for those in the treatment group, estimated using the regression techniques described in Chapter Five.

Control group participants earned, on average, about \$2,500 in the year following random assignment. Average earnings show an upward trend over the year, from \$400 in the first quarter to \$800 in the last quarter as individuals increased their employment over the year. This trend represents what would be expected to occur for participants in the absence of the E&T Program. The annual figures for this outcome measure are calculated by summing the quarterly estimates.

The quarterly regression-adjusted differences are negative in one instance and positive in others, but none are statistically significant (i.e., the numbers are essentially different estimates of a zero effect). Most of the impacts are numerically small as well². Based on these results, it can be concluded that the Program did not significantly increase participant's earnings in general. The increased employment previously shown for E&T participants (Table 7.2) was approximately what would have occurred in the absence of the requirement to participate in E&T.

² The larger standard errors in the fourth quarter reflects the sample dropoff over the course of the year as a substantial number of cases had less than 12 full months of data.

TABLE 7.3: TOTAL EARNINGS OF ALL E&T PARTICIPANTS
(standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=8,457)	\$415.27	\$27.06 (49.09)
Second quarter (n=7,571)	\$604.50	\$24.38 (65.24)
Third quarter (n=6,745)	\$681.66	\$ 6.27 (69.87)
Fourth quarter (n=6,077)	\$841.17	-\$125.16 (119.23)
Entire first year ^a	\$2,542.60	-\$67.45 (160.51)

No significant effects at the 10 percent level.

^a Annual figures are calculated by summing quarterly estimates.

Employment

The simplest measure of employment is an indicator of whether participants were employed at all. Results for this measure, shown in Table 7.4, indicate that about 55 percent of control group participants were employed at some time during the year following random assignment.³ As with total earnings, an upward trend over the course of the year can be seen in the proportion employed -- from less than one-third in the first quarter to about 40 percent in the final quarter. The fact that the proportion for the year as a whole was 30 percent greater than the proportion for the last quarter indicates, however, that control group participants were leaving as well as entering employment over this time period.

All treatment-control differences were small and statistically insignificant. There is thus no evidence that the E&T Program increased the likelihood of participants finding jobs. The control group mean of nearly 55 percent suggests that, even in the absence of the Program, a large percentage of the E&T eligible population would have been employed for at least part of the year.

One might hypothesize, however, that the Program would decrease the amount of time required for participants to find work or lead participants to work more steadily. These effects would be seen as an increase in number of days worked, especially in the early quarters (if treatment group members found work earlier than those in the control group).

Table 7.5 indicates, however, that this did not occur. For those participants who worked during the first three months after random assignment, the mean number of days worked was about 58; the estimated treatment effect was not statistically significant. Corresponding figures for the other quarters and for all twelve months combined also reveals no statistically significant effects on the number of days employed.

The conditional nature of this measure must be kept in mind when relating the full year results to those for the individual quarters. The control group mean for the full year was obviously substantially less than the sum of the four quarterly means. This is because

³ At the time of random assignment, about 11 percent were employed. This is much lower than the proportion of households with earnings in the food stamp caseload as a whole, because those working over 30 hours per week are exempted from E&T.

TABLE 7.4: PROPORTION OF ALL E&T PARTICIPANTS WORKING^a
(standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=8,467)	0.2923	0.0206 (0.0234)
Second quarter (n=7,596)	0.3552	-0.0045 (0.0254)
Third quarter (n=6,782)	0.3721	0.0005 (0.0284)
Fourth quarter (n=6,102)	0.4161	-0.0257 (0.0353)
Entire first year (n=6,132)	0.5452	-0.0296 (0.0330)

No significant effects at the 10 percent level.

^a Computed over all participants whether or not they worked any time during the followup period after random assignment.

TABLE 7.5: DAYS EMPLOYED PER QUARTER FOR PARTICIPANTS WHO WERE EMPLOYED^a (standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=2,656)	58.4	-1.8 (2.7)
Second quarter (n=2,826)	65.2	1.2 (2.1)
Third quarter (n=2,642)	67.7	-0.8 (2.1)
Fourth quarter (n=2,581)	71.9	0.2 (1.9)
Entire first year (n=3,318)	179.3	6.3 (9.5)

No significant effects at the 10 percent level.

^a Computed over all participants whether or not they worked any time during the followup period after random assignment.

different individuals worked in different quarters. For example, if some people worked 60 days in quarter 1 and no days in quarter 2, while others worked no days in quarter 1 and 60 days in quarter 2, then the conditional mean for each quarter would be 60 days, and the conditional mean for the entire six months would be 60 days as well. The fact that the point estimate of the treatment group effect is larger for the year as a whole than for the quarters suggests that there was somewhat less employment turnover in the treatment group than in the control group. However, it remains the case that the full year difference is not statistically significant.

Finally, Table 7.6 examines the estimated impact of E&T on days worked for all participants, including those who did not work at all. Again, none of the effects are statistically significant. The pattern of effects is consistent with those discussed earlier. E&T participants increased their employment over the year after certification for food stamps, but they did not work significantly more or less than their control group counterparts, either in individual quarters or in the year as a whole.

Wages and Hours

The effect of the treatment on the hourly wage at the current or most recent job, for those who were employed and paid by the hour, is shown in Table 7.7. The estimated effects are quite small and statistically insignificant, for all quarters and for the year as a whole. Hourly wages for control group members averaged about \$5.00 throughout the period, and were no better for treatment group members.

Finally, Table 7.8 shows hours worked per week at the current or most recent job for employed participants. The average value is between 33 and 35 hours in all four quarters and for the year as a whole. Again, treatment effects are small -- an hour per week or less -- and statistically insignificant.

IMPACTS FOR SUBGROUPS

While the evidence presented thus far indicates that E&T had no statistically significant impact on participants' employment or earnings, one may still ask whether the Program had positive effects for certain types of individuals. Information presented at the start of this chapter indicated that some subgroups had especially large increases in employment over the course of the year, and that these

TABLE 7.6: DAYS EMPLOYED PER QUARTER FOR ALL E&T PARTICIPANTS^a
(standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=8,467)	17.1	1.1 (1.7)
Second quarter (n=7,596)	23.2	0.4 (1.9)
Third quarter (n=6,782)	25.2	0.4 (1.8)
Fourth quarter (n=6,102)	29.9	-1.5 (0.5)
Entire first year ^b	95.3	0.5 (4.3)

No significant effects at the 10 percent level.

^a Computed over all participants whether or not they worked any time during the followup period after random assignment.

^b Annual figures are calculated by summing quarterly estimates.

TABLE 7.7: HOURLY WAGE AT CURRENT OR MOST RECENT JOB FOR PARTICIPANTS WHO WERE WORKING (standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=2,169)	\$4.73	-\$0.01 (0.18)
Second quarter (n=2,252)	\$4.89	-\$0.06 (0.17)
Third quarter (n=2,075)	\$4.88	-\$0.05 (0.21)
Fourth quarter (n=2,015)	\$5.01	\$0.01 (0.25)
Entire first year (n=2,417)	\$4.83	\$0.20 (0.20)

No significant effects at the 10 percent level.

TABLE 7.8: HOURS PER WEEK AT CURRENT OR MOST RECENT JOB FOR THOSE WHO WERE WORKING^a (standard errors in parentheses)

<u>Period</u>	<u>Control Group Mean</u>	<u>Estimated Impact</u>
First quarter (n=2,147)	33.22	1.23 (1.07)
Second quarter (n=2,238)	33.50	0.83 (1.00)
Third quarter (n=3,036)	34.01	1.15 (0.98)
Fourth quarter (n=1,977)	35.35	-0.30 (1.11)
Entire first year (n=2,315)	34.08	0.32 (0.97)

No significant effects at the 10 percent level.

^a Computed over all participants whether or not they worked any time during the followup period after random assignment.

differential gains might be associated with participation in the E&T Program.

This issue is examined in Table 7.9 which presents the results of estimated impacts for six subgroups of participants discussed in Chapter Five: single males with and without prior work experience (defined as having worked in the 12 months prior to food stamp certification); participants in childless multiple adult households with and without work experience; and females regardless of household type with and without work experience.

The results do not support the hypothesis that E&T had significant earnings impacts for any of these subgroups. To some extent, this failure to find different effects for subgroups of participants may result from the smaller samples being examined here, and the consequently larger standard errors associated with the individual estimates. As discussed in Chapter Four, this study was designed to reliably detect five percent differences in outcomes for analyses using the entire sample. Effects for subgroups have to be substantially larger in order to achieve the same level of statistical significance. For subgroups examined here, effects of from \$250 to \$700 per year (depending on the subgroup) would have been required to allow the detection of significant differences.

PARTICIPANT OUTCOMES AND AGENCY CHARACTERISTICS

This final section addresses the possibility that participant impacts might vary as a function of agency-level characteristics, including operational features of the E&T Program and external factors which may affect the ability of participants to find employment. To examine this issue, two models were estimated with the 53 local FSAs as observations. The dependent measure in each model was the estimated impact of E&T on total annual earnings for participants within each individual site. The two models, as discussed in Chapter Five, were based on two different types of explanatory variables -- Model I used measures of actual program operations derived from the CPHFs completed for E&T participants in the respective sites, Model II used measures of planned service operations as reported by local office staff.

The results of both models are presented in Table 7.10. They indicate that although there is wide variation in the estimated

TABLE 7.9: IMPACT OF E&T ON TOTAL ANNUAL EARNINGS FOR SPECIFIC PARTICIPANT SUBGROUPS

<u>Subgroup</u>	<u>Estimated Impact (Standard Error)</u>
Single Males With Work Experience	\$478.70 (359.40)
Single Males Without Work Experience	-\$125.73 (370.01)
Multiple Adult Childless Household Members With Work Experience	\$61.33 (337.16)
Multiple Adult Childless Household Members Without Work Experience	\$292.44 (198.31)
Females with Work Experience	-\$51.06 (256.51)
Females Without Work Experience	\$36.02 (128.01)

No significant effects at the 10 percent level.

TABLE 7.10: AGENCY-LEVEL MODELS OF THE IMPACT OF E&T ON PARTICIPANTS' TOTAL ANNUAL EARNINGS

<u>Variables</u>	Model I Coefficient (Standard Error)	Model II Coefficient (Standard Error)
Intercept	438 (748)	-57 (615)
Unemployment Rate	44 (59)	37 (65)
Percent Homeless	-766 (1170)	-938 (1335)
Treatment vs. Control Difference in Percent Receiving any Services	3199 (1934)	
Treatment vs. Control Difference in Percent Receiving More Than Job Search	252 (2379)	
Percent No Shows	-1046 (836)	
Percent Assigned to Component	-73 (896)	
Percent Sanctioned	1011 (719)	
FSA Offers Educational Component		21 (385)
FSA Offers Work Experience		-11 (443)

TABLE 7.10: (Continued)

<u>Variables</u>	Model I Coefficient (<u>Standard Error</u>)	Model II Coefficient (<u>Standard Error</u>)
E&T Administered as an Independent Entity		-385 (443)
Reimburse for Actual Expenses		-351 (411)
Provide In-kind Support Services		333 (383)
Serve Only Job Ready Clients		88 (479)
R ²	0.1808	0.0789
Adjusted R ²	0.0505	0.0927

impacts across sites, there are no significant differences along any of the dimensions measured by the variables in either model.

SUMMARY OF FINDINGS

The results presented in this chapter provide no evidence that the E&T Program increased recipients' aggregate earnings, probability that they would find work, duration of worker' employment, nor workers' wages or hours. E&T participants were generally more likely to work, and to work more, by the end of the year than at the beginning. But the impact analyses show that these increases were just as likely to have occurred in the absence E&T. By the end of the first year after random assignment, over 50 percent of the E&T participants had some employment. But the gains by treatment group members were no different from those observed for control group members. Finally, the absence of impact on participants' employment and earnings was found consistently across different types of participants and varying local FSA operational and environmental characteristics.

VIII IMPACT OF THE E&T PROGRAM ON RECEIPT OF PUBLIC ASSISTANCE

INTRODUCTION

Participation in the E&T Program could have affected participants' public assistance benefit receipt in three ways. First, the most desirable effect is that participation reduced benefit receipt through an increase in employment and earnings. However, as shown in the previous chapter, there is no evidence that participation in E&T had a significant impact on employment. Alternatively, the obligation to fulfill the E&T requirements could have affected participants' benefits by inducing them to leave the Food Stamp Program sooner than they would have in the absence of the Program. That is, some individuals may have terminated their receipt of food stamps voluntarily, rather than comply with the E&T participation requirement. Finally, a failure to comply with the E&T requirements could have resulted in administrative sanctions that caused either a reduction or a complete loss of benefits. In either of the last two situations, benefit receipt could decline among the treatment group without an accompanying increase in employment.

Prior research has often found that impacts on benefits are smaller than impacts on earnings, and sometimes there is no impact on benefits even when employment and/or earnings have been found to increase. For example, in the Food Stamp Work Registration/Job Search Demonstrations, reductions in food stamp benefits were found but they were considerably smaller than the effects found for earnings, averaging between \$33 and \$59 in the second quarter after random assignment (Lerman et al, 1986). To a large extent, these savings were due to the relatively high level of sanctioning in the pilot study sites.

This chapter examines the extent to which the E&T Program had a measurable effect on the receipt of public assistance. In particular, it compares the treatment and control groups in terms of the level of benefits received, the percent of participants receiving benefits, and the average benefits received by those receiving any assistance. Food Stamps (FS) and cash assistance

(AFDC, GA, and other welfare) are analyzed in each of the four quarters following random assignment and for the entire year.

DATA AND METHODOLOGY

As described in Chapter Five, the impact of E&T on participants' receipt of public assistance was estimated separately for each of 53 local FSAs using a multivariate model to control for systematic differences in baseline characteristics and for sample attrition. These site-level estimates were then combined and weighted to estimate the effect of E&T nationally. This section describes the data used for this purpose, and defines the various outcome measures and explanatory variables in the models of Program impact.

Data Development

For the analysis of public benefit receipt, the unit of analysis is necessarily the household, since benefits are issued to the household, or to a group of household members (in the case of AFDC, for example), rather than to individuals. During the followup interviews, one participant in each household was asked questions about the entire household's sources of both earned and unearned income. For this analysis, households were defined as they were observed at the baseline: if a study participant left a household which still included another participant, the followup data recorded for the two resulting households were combined to reflect the experience of the original household¹. These household-level measures, taken from the followup surveys, provide the basis for this analysis.

For each month between the key date (either the date of random assignment or the date of the previous followup interview) and the interview date, respondents were asked whether anyone in their household had received food stamps, AFDC, GA, or "other welfare" and the amount of any benefits received. In some cases, respondents indicated that they had received benefits, but could not recall the amount. These households were included in the analysis of the proportion of households that received benefits, but not in the analysis of benefit amounts. This led to slightly smaller samples for the latter analyses.

¹ Such household splits occurred infrequently for only 1.6 percent of the initial sample of households.

The treatment of survey nonresponse for the analysis of the receipt of public assistance was the same as described in Chapter Seven for employment and earnings. That is, households were included in the analysis for each time frame for which they had complete data. Any monthly value that was missing generated a missing value for the quarter. It is possible, therefore, for a household to have a missing value in the first quarter (if one month included, say, a missing dollar amount) but to have valid data for the following three quarters. In such a case, the annual measure would be set to missing, reflecting the fact that data were missing in one quarter.

Definition of Variables

This section describes the development of household-level outcome measures and explanatory variables for use in the multivariate impact analyses.

Outcome Measures. Two benefit sources were included in this analysis: receipt of food stamps and receipt of cash assistance². For each benefit source, three outcome measures were defined:

- o total benefits received by all sample households during the period (i.e., quarter or entire year);
- o whether or not the household received any benefits during the period; and
- o total benefits received during the period for only those who actually received benefits.

The first and third measures are equal for any household that received benefits during the period. For those receiving no public assistance during a period, the first measure is valued at zero while the third is undefined. Because some respondents indicated that benefits were received but could not report the amount, the first and third measures may be missing in cases when the second indicates that benefits were received. Although this not a very common occurrence in the raw monthly data, it is slightly more prevalent in the quarterly data, since any missing month during the quarter creates a missing value for the quarter.

² AFDC, GA, and other welfare have been combined into a single measure called cash assistance because survey respondents were sometimes uncertain about the particular source of their public assistance.

Explanatory Variables. Because the outcome measures were defined for households rather than individuals, household-level measures were also required for use as covariates in the multivariate models. Thus, although age, ethnicity, gender, education, and labor force experience of the individual participant were used to analyze employment outcomes in the previous chapter, these variables were not well-defined for a household which may have included several E&T participants. (If each household had only one person who was required to participate in E&T, then that person's attributes could have been used to help characterize the household. However, about 11 percent of all E&T participants lived in households which had more than one participant.)

Therefore, household measures were developed to indicate the presence of certain attributes among all participants within the household, as shown in Table 8.1. All of the variables listed in this table except the number of household members are dichotomous; they have a value of one if the attribute is present in the household, and of zero otherwise. So, for example, the highest educational attainment by any participant within the household is reflected in two dichotomous variables: one indicates that the highest schooling among participants was high school graduation or G.E.D.; the second indicates that at least one participant had some college experience. Another variable indicates whether any participant had some vocational/technical training. Work history is captured in variables which indicate whether any participant in the household had a job the week before random assignment and whether no participant had a job within the year prior to random assignment. The final demographic variable indicates whether all participants within the household were white.

It is important to note that because these measures were derived independently they may be combining information about different participants within the household. That is, the participant with the highest educational attainment may not have had a job the week before random assignment, but another participant within the household may have. Therefore, the household could be categorized as including a high school graduate, and someone who had a job at the outset of E&T, but, in this example, there is not one individual with both those attributes.

TABLE 8.1: EXPLANATORY VARIABLES FOR BENEFIT RECEIPT ANALYSIS

VARIABLE	MEAN
Treatment Indicator	0.490
Demographic Characteristics of Household Participants	
Education of participant with highest level of education (excluded category: less than 12 years):	
-- High school graduate/G.E.D.	0.383
-- Some college or college degree	0.130
At least one participants had vocational training	0.299
Ethnicity: all white	0.405
Work History of Household Participant(s)	
Employed at baseline	0.121
Never worked prior to baseline	0.160
Household Income	
Exceeds 150 percent of poverty for last 12 months	0.043
Any earnings in month prior to baseline	0.240
Any welfare income in month prior to baseline: AFDC, GA Medicaid, housing subsidy	0.285
Household Composition	
Household type (excluded category: single adult)	
-- Multiple adults, no children	0.172
-- Single adult plus child(ren)	0.088
-- Multiple adults plus child(ren)	0.206
Presence of child(ren) under age 6	0.118
Total number of people in household	2.084
More than one E&T participant (yes/no)	0.106

Source: Baseline Information Form

Other measures were created from information available about all household members from the BIF. These measures, such as presence of a preschool child, receipt of public assistance, etc., are the same as those described in the previous chapter. Again, missing values were replaced with the average value for all other participants in the same agency for whom followup data were available.

Impact Estimation

National impact estimates were developed by weighting the results derived from multivariate models estimated within each of 53 local FSAs. Household sampling weights were developed by averaging the weights of all individual participants in the household. As described in Chapter Five, the complete multivariate models could not be estimated in some local FSAs because of the size of the available samples. In these situations, a reduced model was estimated using two baseline measures of benefit receipt -- receipt of public assistance at the time of random assignment, both as a dichotomous variable and interacted with the treatment indicator variable.

Impact estimates were developed separately for each of four quarters and for the entire year, except in the case of total assistance where the estimate for the year is logically the arithmetic sum of the four quarters. Because of nonresponse to the followup surveys, the number of cases with data varies by quarter. The separate quarterly estimates have been estimated using all observations with complete data for each particular quarter. Although this leads to changing samples across quarters, it ensures that the estimated impacts are based upon the maximum possible amount of information.

PARTICIPANTS' RECEIPT OF FOOD STAMP BENEFITS

As with the analysis of employment and earnings, this chapter begins with an analysis of the patterns of food stamp benefit receipt for E&T participants (i.e., those individuals assigned to the

treatment group). As shown in Table 8.2, treatment group members received food stamps for an average of 7.3 months³, with nearly 34 percent receiving food stamps for the entire year. For those who had a termination during the year, an average of 3.2 months elapsed before the first termination. For the group, benefits averaged \$114.93 in the months they were received.⁴

Among different types of participants, the following general patterns were observed:

- o Single males had fewer months of benefit receipt and smaller average benefits and were less likely to receive benefits for a complete year than single females.
- o Individuals with prior work experience had fewer months of benefit receipt, shorter spells of receipt and lower average benefits and were less likely to receive benefits for 12 months than those without work experience.
- o Individuals under the age of 30 also had fewer months of benefit receipt, shorter spells of receipt and lower average benefits and were less likely to receive benefits for 12 months than those over the age of 30.

³ These data are derived from the followup surveys and are based on treatment group members with 12 months of data (all data are weighted). Because food stamp benefits are a household-level measure, and because of the presence of households with multiple E&T participants, multi-person households have not been categorized by either gender or age. Such households are, however, defined as having prior work experience if any of the E&T participants had worked in the 12 months prior to food stamp certification.

⁴ Reviewers have noted that the average benefits shown in the table for single individuals exceeds the maximum of \$87 allowed in FY1988. The difference is due to household compositional changes over time (the household characteristics were defined at the time of the baseline interview) and reporting errors (e.g., telescoping current benefit levels backwards). This difference does not, however, affect the impact estimates because both treatment and control group members were equally affected.

TABLE 8.2: RECEIPT OF FOOD STAMP BENEFITS BY E&T PARTICIPANTS, FY1988
(Weighted Data)

<u>Subgroup</u>	<u>Number of Months of Receipt</u>	<u>Number of Months Until First Termination^a</u>	<u>Average Benefits</u>	<u>Percent With 12 Months of Receipt</u>
TOTAL ALL PARTICIPANTS	7.3	3.2	\$114.93	34%
SINGLE ADULTS LIVING ALONE	7.1	3.1	\$ 89.58	32%
Males	6.9	3.1	\$ 85.50	30
Females	7.6	3.0	\$ 98.81	36
Under Age 30	6.2	3.0	\$ 89.86	21
Over Age 30	8.0	3.3	\$ 88.30	41
Prior Work Experience ^b	6.4	3.0	\$ 88.07	24
No Work Experience	8.2	3.3	\$ 91.68	43
White	7.6	3.1	\$ 89.22	36
Nonwhite	6.9	3.1	\$ 89.83	29
Male				
Under Age 30			\$ 81.63	10
Prior Work Experience	4.8	2.9	\$ 87.48	28
No Work Experience	7.2	3.6		
Over Age 30	7.0	3.2	\$ 84.57	31
Prior Work Experience	8.8	3.3	\$ 88.69	50
No Work Experience				
Females				
Under Age 30	7.0	2.8	\$101.58	26
Prior Work Experience	7.0	2.4	\$ 99.76	31
No Work Experience				
Over Age 30	7.5	3.6	\$ 86.24	33
Prior Work Experience	9.2	3.7	\$102.08	60
No Work Experience				
Males	7.3	3.1	\$ 84.72	34
White	6.8	3.2	\$ 85.87	28
Nonwhite				
Females	8.0	3.0	\$ 96.15	38
White	7.3	3.1	\$101.68	33
Nonwhite				

TABLE 8.2: (Continued)

<u>Subgroup</u>	<u>Number of Months of Receipt</u>	<u>Number of Months Until First Termination^a</u>	<u>Average Benefits</u>	<u>Percent With 12 Months of Receipt</u>
MULTIPLE ADULT HOUSEHOLDS WITHOUT CHILD(REN)	7.0	2.9	\$131.96	31
Prior Work Experience	6.3	2.8	\$135.56	23
No Work Experience	8.1	3.2	\$123.72	42
HOUSEHOLDS WITH CHILD(REN)	8.1	3.7	\$188.65	41
Prior Work Experience	7.3	3.1	\$183.35	31
No Work Experience	9.2	3.4	\$193.41	55

Source: Followup surveys for treatment group members with complete 12 months of data.

^a For those with a termination in the first year.

^b Defined as having worked in the 12 months prior to FSP certification.

The extent to which these patterns of food stamp receipt are attributable to E&T is the subject of the remainder of this chapter.

IMPACT ON LEVEL OF BENEFITS AMONG E&T PARTICIPANTS

The impact of E&T on the receipt of public assistance is assessed in terms of three measures: the level of benefits received by all participants, including those who received no assistance; the proportion of participants receiving benefits; and the level of benefits received among only those individuals receiving the particular source of benefits. Impacts are measured for food stamp benefits and cash assistance.

Benefit Amount Among all Participants

The first measure examined here is based on all E&T participants, not just those who received benefits. This overall mean benefit amount is affected by both the percent of E&T participants receiving benefits as well as the level of benefits among actual recipients. Therefore, any significant difference in mean benefit amount between treatment and control groups might be the result of differences in either or both of these components. Similarly, offsetting differences in the two components could lead to no net effect; that is, a decline in the proportion receiving benefits coupled with an increase in benefit amount among recipients may lead to no overall effect. Finally, the annual figures reported below are calculated by summing the estimates for the four separately estimated quarters.

Food Stamps. As shown in Table 8.3, food stamp benefits for control group members were highest in the first quarter after random assignment at \$305, averaging about \$100 per month. They declined over the year to about \$205 by the fourth quarter as individuals left the Food Stamp Program. Annual benefits averaged \$985 for control group members. Treatment group members received about the same amount in food stamps as control group members during the first and last quarters. They received \$20 less than the controls in the second and third quarters, with both differences statistically significant at the ten percent level. Across the entire year, a savings of \$65 was attributable to E&T participation, statistically significant at the five percent level.

Using the procedure described in Chapter Five, the effect was estimated for just those participants who were actually referred to

TABLE 8.3: LEVEL OF FOOD STAMP BENEFITS FOR ALL E&T PARTICIPANTS
(standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=6971)	\$305	-\$10 (12)
Second quarter (n=6187)	\$248	-\$23* (13)
Third quarter (n=5562)	\$226	-\$24* (14)
Fourth quarter (n=5143)	\$205	-\$8 (15)
Entire first year ^a	\$985	-\$65** (27)

* Statistically significant at the 10 percent level

** Statistically significant at the 5 percent level

^a Annual figures are calculated by summing quarterly estimates.

an E&T service component (i.e., 47 percent of the total eligible). The estimated effect was about \$138 ($\$65/0.47$). This estimate is an upper bound on the impact on this subgroup and should consequently be viewed as only suggestive.

Cash Assistance. On average, control group households received \$867 in cash assistance over the course of the year (see Table 8.4). Here again, average benefits declined from the first quarter through the fourth quarter as individuals moved off of public assistance. This pattern was the same for both treatment group and control group members, and there was no significant difference in the amount of benefits received by treatment group households throughout the year (either by quarter or for the year as a whole).

Combined, the estimated impacts on food stamp and cash assistance amounts suggest that E&T had a small impact on total public assistance. For the year, these estimates indicate a net reduction of \$26 ($\$-65 + \39) in total public assistance per household.

**Proportion
Receiving
Benefits**

As suggested above, the observed differences in food stamp benefits for all E&T participants may reflect either a lower proportion of households receiving food stamps, or a lower benefit amount among those receiving benefits by quarter or for the year as a whole. The first possibility is examined here, while the second is addressed in the following section.

The analysis of the effect of E&T on the incidence of benefit receipt, as shown in Tables 8.5 and 8.6, indicates that participation in E&T had no discernible impact on the proportion of households receiving benefits by quarter. This includes both the receipt of food stamp benefits and cash assistance. Although data presented earlier in this chapter indicated that E&T participants left the Food Stamp Program at a rapid rate during the course of the year after certification, they did not leave any sooner than they would have in the absence of the Program. Participation in E&T does not appear to have a significant impact on the probability that the household will receive benefits.

**Benefit Amount:
Recipients
Only**

If the observed difference in total food stamp benefits received is not a result of a difference in the proportion of E&T participants receiving benefits, then it must be due to a change in the level of benefits received by those households getting benefits in any particular quarter. Participation in E&T could reduce household

TABLE 8.4 LEVEL OF CASH ASSISTANCE FOR ALL E&T PARTICIPANTS
(standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=7183)	\$239	\$19 (26)
Second quarter (n=6388)	\$218	\$ 3 (25)
Third quarter (n=5697)	\$210	\$16 (32)
Fourth quarter (n=5215)	\$200	\$ 1 (26)
Entire first year ^a	\$867	\$39 (55)

No significant effects at the 10 percent level.

^a Annual figures are calculated by summing quarterly estimates.

TABLE 8.5: PROPORTION OF E&T PARTICIPANTS WHO RECEIVE FOOD STAMPS
(standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=7308)	0.87	-0.02 (0.019)
Second quarter (n=6542)	0.72	-0.03 (0.027)
Third quarter (n=5840)	0.65	-0.00 (0.028)
Fourth quarter (n=5335)	0.57	0.00 (0.033)
Entire first year ^a (n=5113)	0.92	-0.01 (0.021)

No significant effects at the 10 percent level.

^a Less than 100 percent because of the inclusion of E&T participants who were applicants and later denied food stamp benefits and some reporting errors.

TABLE 8.6: PROPORTION OF E&T PARTICIPANTS WHO RECEIVE CASH ASSISTANCE (standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=7318)	0.43	0.02 (0.021)
Second quarter (n=6576)	0.39	-0.01 (0.023)
Third quarter (n=5875)	0.36	0.01 (0.026)
Fourth quarter (n=5338)	0.32	0.00 (0.022)
Entire first year (n=5183)	0.51	-0.01 (0.027)

No significant effects at the 10 percent level.

benefits during the quarter without eliminating them, in several ways. Because benefit receipt was measured on a quarterly basis, treatment group households could be receiving fewer months of benefits during the quarter. This could result from people voluntarily leaving the Food Stamp Program or from an administrative termination of household benefits for noncompliance with E&T. Second, monthly benefit amounts might decline, if, for example, earnings increased without pushing countable income over the eligibility cutoff, or if sanctions for noncompliance with E&T made one household member ineligible for benefits. It is unlikely, however, that there was enough of an earnings increase to affect benefit amount significantly, given the results reported in Chapter Seven and the fact that benefit amounts are reduced by less than the increase in earnings.

To examine this issue, impact estimates were calculated for only those individuals receiving benefits in each quarter and for the entire year. For each type of benefit, the average quarterly benefit of recipient households was created for the control group and the treatment difference was estimated using the previously described multivariate approach. The annual impact was estimated for the sample of households with data for the entire 12 month period.

Food Stamps. Control group households averaged \$352 in food stamp benefits in the first quarter, and this level of benefits remained relatively constant throughout the year (see Table 8.7). This shows that, among households receiving food stamps, the amount received per quarter did not change much in the course of the year. Over the entire year, control group households received a total of \$1,080 in food stamp benefits.

The impact analysis indicates that among households receiving benefits, those in the treatment group received statistically significantly less food stamp benefits in the third quarter. While the control group households received on average \$358, treatment group households' benefits were \$37 less, with the difference statistically significant at the five percent level. Over the course of the year, treatment group members received over \$91 less on average than the control group, a difference statistically significant at the ten percent level. (This estimate is larger than that shown in Table 8.3 because this figure is an average for only those households that received benefits.) The third quarter difference is apparently responsible for most of this annual difference and similarly for the differences in benefit amount shown earlier for all

TABLE 8.7: LEVEL OF FOOD STAMP BENEFITS FOR RECIPIENT E&T PARTICIPANTS^a (standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=5993)	\$352	\$0.2 (12)
Second quarter (n=4362)	\$350	-\$12 (14)
Third quarter (n=3510)	\$358	-\$37** (17)
Fourth quarter (n=2842)	\$372	-\$25 (19)
Entire first year (n=4089)	\$1080	-\$91* (53)

* Statistically significant at the 10 percent level

** Statistically significant at the 5 percent level

^a Includes only those participants who received benefits in each time period.

E&T participants in Table 8.3.

These findings suggest that in the third quarter participation in the E&T Program seemed to reduce food stamp benefits by either reducing the number of months benefits were received (either from voluntary withdrawal or administrative sanction), or by reducing benefit amount per month (probably through sanctions for noncompliance), perhaps for a small subset of E&T participants. To understand the source of the \$37 treatment effect in the third quarter, impacts were estimated on the proportion receiving benefits in each of the three months of the quarter. These estimates show slight, and statistically insignificant, reductions in both the proportion of households receiving benefits and the level of monthly benefits received. In each month, treatment households were between one and two percentage points less likely to receive food stamps and, when they did receive some, they received between \$5 and \$10 less. Because neither of these differences is significant, it is not possible to determine which, if either, generates the quarterly impact. Both differences are in the direction of the observed quarterly impact, so both could be responsible for the reduction in benefits.

Cash Assistance. Again, as shown in Exhibit 8.8 there were no significant effect of E&T participation on the amount of cash assistance received by recipient households. This is not surprising given the previous tables showing no differences either in the proportion receiving cash assistance or the overall average level of benefits.

On net, E&T is associated with a \$62 decline (\$91 in food stamp savings and \$29 cash assistance increase) in total assistance over the year.

IMPACT ON FOOD STAMP BENEFITS FOR SUBGROUPS

Beyond knowing that E&T seems to have a significant impact on the benefits of E&T participants, it would be useful from a Program targeting perspective to determine what subgroups of eligible participants are most affected. To examine this issue, the impact of the E&T Program on total annual food stamp benefits was estimated for six separate subgroups of E&T participants. The results, shown in Table 8.9, indicate that, although the significance levels of the estimates vary, the observed impacts are not

TABLE 8.8: LEVEL OF CASH ASSISTANCE FOR RECIPIENT E&T PARTICIPANTS^a
(standard errors in parentheses)

PERIOD	<u>Control Mean</u>	<u>Estimated Impact</u>
First quarter (n=2467)	\$578	\$31 (58)
Second quarter (n=1984)	\$584	\$66 (68)
Third quarter (n=1658)	\$618	-\$2 (39)
Fourth quarter (n=1353)	\$675	-\$16 (38)
Entire first year (n=1979)	\$1739	\$29 (115)

No significant effects at the 10 percent level.

^a Includes only those participants who received benefits in each time period.

**TABLE 8.9: ESTIMATED IMPACT ON ANNUAL FOOD STAMP BENEFITS
BY SUBGROUP**

SUBGROUP	ANNUAL IMPACT <u>(standard error)</u>	<u>t-value</u>
Single Males		
Prior work experience	-\$91.95 (48.86)	-1.88
No work experience	-\$130.42 (58.72)	-2.22
Females		
Prior work experience	-\$105.11 (51.67)	-2.03
No work experience	-\$102.86 (81.21)	-1.27
Multi-adult Households		
Prior work experience	-\$129.47 (65.84)	-1.97
No work experience	-\$92.50 (106.82)	-0.87

significantly different across subgroups of participants.

In interpreting the t-statistics on the impact estimates shown in Table 8.9, it is important to take account of the fact that six hypotheses are being tested simultaneously. In previous tables, a significance level was established which allowed a five percent chance of declaring erroneously that an E&T effect had occurred. Using this same criterion in this situation, even if there were no effects due to E&T, would provide a 0.735 probability ($6 * 0.95$) that none of the effects would appear significant. To avoid this type of error, a more stringent statistical test was applied using a probability level of 0.9915 for the individual comparisons (i.e., the sixth root of 0.95). This yields a five percent chance of erroneously concluding that there was an effect due to E&T on one of six subgroups. Using this criterion it is concluded that none of the impact estimates are statistically significant.

PARTICIPANT IMPACTS AND AGENCY CHARACTERISTICS

This final section examines the possible relationship between the E&T impact on food stamp benefits and various measures of local FSA program operations and external environmental conditions. To analyze such relationships, two multivariate models were estimated using the aggregate estimated impacts for each of the 53 local FSAs in the study sample. Two models are again estimated -- Model I uses data on actual services received by study participants and Model II uses data on total planned Program services. The results, shown in Table 8.10, do not indicate any relationships between the impact of E&T and the types of characteristics used in these models. This parallels the similar findings shown in Chapter Seven for annual earnings.

SUMMARY OF FINDINGS

The results reported in this chapter indicate that participation in the E&T Program (i.e., treatment group membership) was associated with a reduction in food stamp benefits of nearly \$65 over the first year after random assignment. This effect, statistically significant at the 5 percent level, came primarily in the second and third quarters, during which average benefits were about \$23 lower in each quarter among treatment group members than they would have been in the absence of E&T.

TABLE 8.10: AGENCY-LEVEL MODELS: IMPACTS ON ANNUAL FOOD STAMP BENEFITS

<u>VARIABLE^a</u>	<u>Model I</u>	<u>Model II</u>
Intercept	158.23 (387.13)	-15.49 (127.90)
Unemployment rate	-14.75 (14.09)	-12.80 (13.52)
Percent homeless	-213.91 (285.82)	24.61 (277.80)
Percent of control group not receiving services	-207.03 (461.61)	
Percent of control group receiving intensive services	380.67 (489.91)	
Difference between percent treatments and percent controls not receiving services	-640.71 (456.65)	
Difference between percent treatments and percent controls receiving intensive services	-644.84 (554.94)	
Percent no shows	45.59 (201.34)	
Percent entering a component	-56.46 (244.43)	
Percent sanctioned (NOAA issued)	-163.95 (175.91)	

TABLE 8.10: (continued)

<u>VARIABLE</u>	<u>Model I</u>	<u>Model II</u>
FSA offers educational component		-107.54 (80.16)
FSA offers work experience or workfare		75.86 (92.21)
E&T operates as an independent program		128.35 (92.16)
Participants reimbursed for actual expenses		117.68 (85.41)
In-kind support services provided		-91.90 (79.78)
Serve only job-ready work registrants		111.32 (99.78)
R ²	0.1232	0.1599
Adjusted R ²	-0.0646	0.0036

^a Because the anticipated effect of E&T on food stamp benefits is negative, a factor which is associated with a larger impact will have a negative sign.

The observed effect on food stamp benefits did not appear to be the result of a lower incidence of treatment group members who received benefits. At no point in the year was there a significant impact on the proportion of participants who received food stamp benefits. Rather the effect was the result of a statistically significant benefit reduction of \$37 in the third quarter and \$91 for the entire year, among those receiving benefits. This reduction, when analyzed by month, could not be attributed to either differences in the length of food stamp receipt or the level of benefits received by treatment group members. (Both months of receipt in the third quarter and monthly benefit amount differed slightly between treatment and control groups -- either or both may be responsible for the quarterly effect.)

Food stamp reductions were found to be similar across various subgroups of E&T participants. Finally, the estimated impact on total food stamp benefits was found not to differ in response to the characteristics of local FSAs, including programmatic features and environmental conditions (e.g., the unemployment rate).

IX THE COST AND COST-EFFECTIVENESS OF THE E&T PROGRAM

INTRODUCTION

This chapter examines the cost of providing employment and training services to eligible food stamp recipients, and the overall cost-effectiveness of the E&T Program.

The cost of operating employment and training programs for disadvantaged persons have been found to vary widely due, in large part, to variation in the intensity and duration of the services provided. Nevertheless, these data allow some insight into the likely costs of operating similar programs for food stamp recipients. For example, job search and job club participant costs elsewhere have been relatively modest, usually no more than \$100 per participant. For example, the Food Stamp Work Registration and Job Search Demonstration (Lerman et al., 1986) reported unit costs ranging from \$30 per participant for individual job search to \$132 for job search assistance (numbers adjusted by the GNP Implicit Price Deflator to reflect 1988 dollars).

On the other hand, research pertaining to employment and training demonstrations for AFDC recipients have reported unit costs ranging from \$125 per participant for job search to \$1,000 for more intensive training and employability counseling (Thornton, 1989). In particular, subsidized employment, even when partly funded by grant diversion, has been relatively costly. For example, the San Diego WIN Demonstration project had a Community Work Experience component which cost about \$640 per participant (Goldman, et al., 1986). In the Massachusetts ET Program (in which approximately 40 percent of participants use job search and placement services, and the remaining 60 percent receive more expensive education, skills training and supported work services), the average cost per participant in 1986 was \$1,257 (GAO, 1988)).

THE COST OF E&T PROGRAM SERVICES

This first part of Chapter Nine consists of two sections: a discussion of the methodology used to derive estimates of annual costs per participant, and a presentation of findings.

Methodology

Cost Measurement. The primary purpose of the cost study was to calculate the unit cost of serving eligible E&T participants. This was done by deriving two separate measures of E&T expenditures for each study site: accounted costs and resource costs. Accounted costs refer to those E&T expenditures that are reported to FNS. Resource costs refer to an estimate of the actual cost of services provided to food stamp E&T clients, regardless of the source of funds used. Each is described below.

Accounted costs are those employment and training expenditures that are reported to FNS on the FNS-269 Financial Status Report to document the use of Federal E&T funds. Accounted expenditures encompass all E&T outlays reported to FNS by:

- o State FSAs;
- o Local FSAs; and
- o external service providers (e.g., SESAs, vocational education centers, JTPA) that contract with local FSAs to provide employment and training services to E&T participants.

State and local FSAs may use E&T funds to subsidize the administrative costs of planning, implementing and operating their E&T programs. However, E&T grants may not be used to subsidize:

- o the determination of work registrant status;
- o further screening conducted as part of food stamp certification;
- o sanction activities which occur once an E&T participant has been reported for noncompliance without good cause; or,
- o wages paid to E&T participants as part of subsidized employment.

In addition, E&T funds may not be used to supplant Federal, State or local funds devoted to basic education programs, except in cases where the cost of serving E&T participants exceeds the normal cost of serving non-E&T clients.

Accounted costs were obtained by determining each local FSA's share of E&T outlays reported to FNS by its respective State FSA. Of the 53 local FSAs in the evaluation:

- o Nineteen only provided accounted cost data for the local FSA. These sites did not contract with external service providers to deliver E&T services.
- o Twenty-four only provided accounted cost data for external service providers. In these sites, the local FSA did not take an active role in administering their E&T Programs.
- o Five provided accounted cost data for both the local FSA and at least one external service provider.
- o Five were unable to provide any local accounted cost data.

Because local FSAs are not required to maintain detailed data on E&T administrative costs, it was frequently difficult to obtain itemized breakdowns of accounted costs. In fact, some local FSAs were only able to provide estimates of local food stamp E&T outlays. Others provided only a single figure that lumped together labor, non-labor and indirect/overhead charges. As a result, for the purposes of this analysis, accounted costs have been aggregated into two broad categories: labor costs and total costs (including labor and all non-labor costs). Accounted labor costs include direct outlays for eligibility workers, employment and training staff, clerical support and supervisory personnel. Non-labor costs encompass all direct non-labor expenditures (e.g., travel, supplies, equipment, telephone, postage), indirect/overhead charges and participant reimbursements.

Resource costs represent the actual cost of providing services to E&T participants, regardless of whether the costs are reported to or reimbursed by FNS. It is important to measure resource costs because accounted costs tend to misrepresent the actual value of resources required to serve E&T participants. Several examples illustrate this point. First, accounted charges potentially ignore outlays incurred by taxpayers through adjunct employment and

training programs or educational facilities (e.g., JTPA, public schools). For example, local FSAs that deliver E&T services through external service providers may not assume the entire cost of serving E&T participants. This situation is likely to occur when service providers use a formula-based payment per entrant to levy charges against E&T clients, or where the service is provided by a public agency with a mandate to serve the same clients. Second, because agencies know in advance the level of their E&T grants, those Programs that failed to fully expend their unmatched funds for FY1988 may have overestimated their reported costs in order to claim their full E&T allotment and avoid potential reductions in subsequent years.

The absence of uniform cost accounting methods also makes it difficult to compare accounted E&T expenditures meaningfully across study sites. For example, items such as rent or clerical support that are partially charged against the E&T grant amount in some food stamp agencies may be charged against overhead or a different food stamp account in other agencies. States also differ with respect to the types of activities that are included as allowable E&T expenditures.

Resource costs were measured by identifying all personnel required to provide an E&T service and collecting information on the estimated time spent by these staff on a variety of E&T functions. The percent of staff time devoted to E&T was then multiplied by corresponding wage and fringe benefit rates to generate estimates of actual labor resource costs. To calculate non-labor resource costs, the ratio of total accounted charges to accounted labor charges was applied to the estimate of resource labor. For example, if a hypothetical local FSA reported \$14,000 in total accounted charges, of which \$10,000 was labor and \$4,000 was non-labor, a rate of 1.4 (i.e., $\$14,000/\$10,000$) was applied to the estimate of resource labor. Hence, if the resource labor estimate for the agency was \$18,000, the estimate of total resource costs would be $1.4 \times \$18,000$, or \$25,200.

It should be noted that resource cost estimates were only derived for those primary external service providers that were under direct contract to administer E&T services. Primary service providers can either be a public agency (e.g., JTPA, SESA) or a private contractor such as the YMCA. Because they were under contract, these primary service providers were reimbursed by the Food Stamp Program for at least a portion of their E&T expenditures.

However, resource cost estimates were not obtained for secondary service providers (i.e., those not under a formal contractual arrangement) such as public schools, community colleges and other community-based organizations. The following arrangements with secondary service providers were identified among the 53 study sites:

- o Twenty study sites referred E&T participants to public schools for G.E.D., adult basic education, vocational training and/or literacy assistance. The majority of these schools received no reimbursement from the Food Stamp Program for accepting E&T referrals.
- o Nine informally referred E&T participants to community colleges for G.E.D., adult basic education, and vocational training.
- o Eight informally referred E&T participants to a community based organization (e.g., literacy council, Salvation Army, YMCA) for G.E.D., adult basic education, vocational training and/or work experience.
- o Sixteen formally referred E&T participants to JTPA agencies for remedial assistance and/or vocational education training.

Costs incurred by these secondary service providers are generally not reimbursed by the Food Stamp Program. Instead, the cost of serving E&T referrals is supported by some form of public or private outlay which should be included in estimates of resource costs. But, because secondary service providers were not included in the cost study interviews, the resource costs contained in this chapter somewhat underestimate the actual cost of serving E&T participants who were informally referred to secondary service providers. However, as discussed in Chapter Six, less than eight percent of eligible E&T participants are referred to a remedial education or vocational training component, and many of these did not fully comply with the requirement to participate in their assigned service component. Therefore, the magnitude of the underestimate is probably minimal.

It should also be noted that the study's estimates of accounted and resource costs do not include the additional expense of developing, managing and overseeing E&T activities by FNS Regional and National staff. Finally, study estimates of total E&T resource costs

incorporated activities associated with implementing sanctions for failure to comply with E&T requirements, even though time spent by eligibility workers implementing E&T sanctions is charged against other food stamp functions. This approach was taken because these sanctions would not occur in the absence of the E&T requirement.

Calculating Cost Per Participant. In most sites, accounted and resource cost data represent E&T annual expenditures for the office in which the study was conducted. However, in some urban sites with multiple offices, cost data could only be provided for the entire county. For this reason, and to neutralize the effect of disparate caseload sizes, expenditures have been converted to a standard measure of annual cost per eligible E&T participant regardless of whether individuals were actually placed in a service component. This cost basis also conforms with the way Program impacts have been estimated with appropriate adjustments for household-level outcomes such as food stamp benefits.

During site visits to each local FSA (see Chapter Four), counts of E&T referrals were obtained through interviews with local staff for the same time period and geographic area as the associated accounted cost data. These data, however, only represented actual E&T "placements", i.e., mandatory participants and volunteers who: (1) entered an E&T component; or (2) were sent a Notice of Adverse Action (NOAA) or denied certification because they failed to fulfill their E&T obligation. Consequently, this count did not match the population used to construct the impact estimates discussed in the preceding chapters requiring two types of adjustments.

First, because individuals were considered "placed" each time they are referred to an E&T component, the participant data provided by local sites overestimated the number of individuals that actually commenced E&T. CPHF data for each site were therefore used to adjust the number of placements to account for those individuals who were referred to two or more E&T components. Second, the participant data provided by local sites failed to incorporate non-exempt new work registrants who either were exempted at the time of assessment interviews or were initial no-shows. As discussed in Chapter Six, over half of the eligible E&T participants were never placed in an E&T component. Although they never receive E&T services, the Program incurs administrative costs for each of these

individuals. Therefore, The CPHF data were again used to adjust for these unserved eligible participants.

Missing Data. Five of the 53 study sites were dropped from the cost analysis because they were unable to furnish any E&T participation data. The absence of participation data prevented the conversion of total accounted and resource expenditures into a standard measure of cost per eligible E&T participant. Four additional sites were removed because their cost and/or E&T participation data were incomplete. Thus, of the 53 local FSAs participating in the E&T evaluation, 44 were included in the analysis of E&T costs. The majority of sites that failed to provide E&T cost and/or participation data offered intensive job search training and/or remedial assistance through a comprehensive work and welfare program. Obtaining cost and participation data from these programs was particularly difficult because, as one administrator put it, the E&T Program is considered to be a "funding stream" rather than a separate administrative entity.

Because those programs that offered more intensive services typically have higher average costs (even though the intensive services are provided to only a fraction of the pool of eligible E&T participants), the cost analysis had to account for the fact that data were missing for these systematically different sites. Estimated average costs were calculated by weighting each local FSA by the number of E&T participants served. To account for the failure to obtain data for all sites, the weights were adjusted for those sites that were similar to the missing sites. For example, the weights for comprehensive programs that were able to provide all of the necessary data were increased by the magnitude of the weights that would have been assigned to the missing comprehensive program sites. In effect, this approach assumed that average costs for the missing comprehensive programs were the same as for sites with comprehensive programs for which data were available.

It should also be noted that it is possible that Program start-up had a significant impact on E&T expenditures. For example, local FSAs that were not providing employment and training services to their food stamp clients prior to FY1988 probably incurred significant start-up costs during the period of this evaluation. The magnitude of these costs depended on whether managers built their E&T administrative and service delivery system from scratch or purchased slots in existing employment and training programs. Sites that developed a component from scratch may have used

E&T funds to cover such one-time costs as staff training and equipment purchases (e.g., reference materials, telephone banks). Even sites that only provided individual job search may have incurred significant startup costs while developing informational resources, identifying job openings in the community, or matching program participants with jobs. The extent of such effects is unknown, however.

Cost Variations Across Service Delivery Configurations. The diversity and intensity of E&T services varies considerably across food stamp agencies. For example, agencies that merely required eligible E&T participants to satisfy a job search requirement only periodically verified job contacts. Agencies that engaged in employability counseling and/or classroom training spent significantly more time with E&T participants and, therefore, were generally more labor and resource intensive. To examine such variations in per participant E&T expenditures across local programs, study sites were assigned to one of the following two service-delivery models:

- o **Job Search Only Sites:** Programs that only offered individual job search to over 90 percent of E&T participants; and,
- o **Expanded Service Sites:** Programs that supplemented individual job search with job search training, G.E.D., adult basic education, vocational training, literacy counseling and/or work experience.

Of the 44 cost study sites, 16 were categorized as Job Search Only model programs, and 28 were categorized as Expanded Service model programs.

Average Costs
per
Participant

This section presents the accounted and resource expenditures associated with eligible E&T participants. It also examines variations: (1) between accounted and resource costs; and (2) between the two types of service configurations described above. Study findings are presented in tables that provide the average cost per eligible E&T participant (with corresponding 95 percent confidence intervals), as well as the range of unit E&T expenditures across the cost study sites. Each table also contains a breakdown of E&T outlays by agency type, i.e., local FSA, external service provider and State FSA. Wherever applicable, the tables provide separate breakdowns of E&T expenditures for all 44 cost study sites and for only those sites in which the specified agency actually

incurred an E&T expense. For example, only 20 of the 44 local FSAs incurred any accounted E&T costs in FY1988; the remaining agencies indicated that all E&T outlays reported to FNS were incurred by external service providers. In this example, estimates of mean accounted costs were provided for: (1) all 44 cost study sites; and, (2) the 20 local FSAs that actually charged costs to the E&T Program.

Accounted Labor Costs. As shown in Table 9.1, accounted labor costs averaged \$60 per eligible E&T participant for FY1988. Labor costs varied considerably among local FSAs ranging from \$3 to \$195 per participant. Eight sites reported accounted labor costs of under \$10 per participant and two reported accounted labor costs of over \$100.

By agency type, accounted labor averaged \$33 per participant for local FSAs, \$25 for service providers and \$2 for State FSAs. The fact that accounted labor costs were higher for local FSAs than for service providers is likely due to two factors. First, service providers were able to gain economies of scale by incorporating E&T participants into existing employment and training programs. Second, service providers frequently failed to pass the full cost of serving E&T participants on to the Food Stamp Program. Anecdotal information obtained during the site visits indicate that many of the service providers under contract to provide E&T services absorbed a portion of the Program's cost. For example, the director of a job service program estimated that only 85 percent of the agency's actual E&T costs were passed on to the Food Stamp Program. The remaining 15 percent encompassed time spent on E&T by the director, supervisors and clerical staff.

Total Accounted Costs. Total accounted costs averaged \$73 per eligible participant in FY1988. This figure includes all labor and non-labor (i.e., rent, supplies, indirect/overhead) outlays that were charged to E&T. Total accounted costs ranged from \$4 to \$219 per participant. Three sites reported costs of under \$10 and five reported costs of over \$100 per participant. By agency type, total accounted costs averaged \$37 per participant for local FSAs, \$33 for service providers and \$4 for State FSAs.

The breakdown of accounted costs, combined with conversations with local E&T staff, indicate that E&T is very labor-intensive. On average, direct labor (i.e., wage and fringe benefits) accounted for 72 percent of total E&T charges reported to FNS. Direct labor

TABLE 9.1: AVERAGE ACCOUNTED COST PER ELIGIBLE E&T PARTICIPANT FOR FY1988 BY AGENCY TYPE

TOTAL

LABOR

		LABOR			TOTAL		
		N	WEIGHTED MEAN	CONFIDENCE INTERVAL (± 1.96 S.E.)	LOW	HIGH	
LOCAL FOOD STAMP AGENCY	all sites	44	\$33.01	$\pm \$20.37$	\$0.00	\$247.56	
	sites w/costs reported	20	\$66.55	$\pm \$38.72$	\$3.00	\$247.56	
EXTERNAL SERVICE PROVIDER	all sites	44	\$24.70	$\pm \$8.15$	\$0.00	\$104.13	
	sites w/costs reported	29	\$33.33	$\pm \$9.90$	\$1.15	\$104.13	
STATE FOOD STAMP AGENCY	all sites	44	\$2.31	$\pm \$0.98$	\$0.00	\$18.00	
	sites w/costs reported	35	\$2.96	$\pm \$1.16$	\$0.50	\$18.00	
TOTAL ^d		44	\$59.68	$\pm \$21.64$	\$2.70	\$294.76	
		44	\$73.40	$\pm \$23.19$	\$3.88	\$335.19	

^a Two local FSAs only reported non-labor or indirect E&T costs.

^b One service provider only reported non-labor or indirect E&T costs.

^c Three State FSAs only reported non-labor or indirect E&T costs.

^d Mean costs on this table do not sum to the total because separate estimates of means were developed for the local FSA and service provider in one site.

Source: State and local food stamp agency cost reports.

accounted for 89 percent of local FSA E&T costs, 75 percent of service provider E&T costs, and 62 percent of State FSA E&T costs. This finding is not surprising, given the data presented in Chapter Three indicating that most sites emphasize labor intensive activities such as monitoring E&T participants' progress and sanctioning individuals that fail to fulfill their E&T obligation.

Resource Labor Costs. As shown in Table 9.2, resource labor costs averaged \$108 per eligible E&T participant for FY1988. Unit resource labor costs ranged from \$6 to \$618. Three sites has resource labor costs of under \$10 and four sites had costs in excess of \$250 per participant. By agency type, resource labor costs averaged \$67 per participant for local FSAs, \$36 for primary service providers and \$6 for State FSAs.

Total Resource Costs. Total resource costs averaged \$135 per participant. Unit resource costs ranged from \$7 to \$619. Three sites had total resource costs of under \$10 per participant and 13 had costs in excess of \$200 per participant. By agency type, total resource costs averaged \$79 per participant for local FSAs, \$47 for primary service providers and \$9 for State FSAs. Once again, the higher resource costs for local FSAs was probably the result of service providers that gained efficiencies by incorporating E&T participants into their existing service structures.

**Comparison of
Accounted and
Resource
Costs**

Differences between the estimates of accounted and resource costs occur because accounting procedures obscured the "true" price of serving E&T participants. Consider, for example, a manpower training agency that serves welfare and non-welfare persons which is under contract to operate a job search component for E&T participants. The agency only charges the Food Stamp Program for the full-time salaries of seven employment counselors, even though three additional counselors routinely devote ten percent of their time to assisting E&T clients. Therefore, the cost that is reported to the food stamp agency understates the actual labor that is required to administer E&T services. In this example, if the counselors each earn \$36,000 (with fringe benefits), the total amount that is excluded from the accounted cost will be \$10,800 (i.e., $\$36,000 \times 10\% \times 3$).

As shown in Table 9.3, average labor resource costs (\$108 per participant) were about twice as high as average labor accounted costs (\$60). Similarly, total resource costs were about twice as high as corresponding accounted costs. Resource costs were also twice

TABLE 9.2: AVERAGE RESOURCE COST PER ELIGIBLE E&T PARTICIPANT FOR FY1988 BY AGENCY TYPE

LABOR							TOTAL ^a				
		N	WEIGHTED MEAN	CONFIDENCE INTERVAL (95%)	LOW	HIGH	N	WEIGHTED MEAN	CONFIDENCE INTERVAL (95%)	LOW	HIGH
LOCAL FOOD STAMP AGENCY	all sites	44	\$66.63	±\$31.23	\$1.02	\$462.41	44	\$78.88	±\$36.22	\$1.02	\$462.41
	PRIMARY SERVICE PROVIDER	44	\$35.96	±\$14.65	\$0.00	\$197.06	44	\$46.74	±\$16.94	\$0.00	\$243.10
	sites w/costs reported	31	\$45.65	±\$18.31	\$2.98	\$197.06	31	\$59.34	±\$20.67	\$5.98	\$243.10
STATE FOOD STAMP AGENCY	all sites	44	\$5.58	±\$1.42	\$1.38	\$19.58	44	\$9.05	±\$2.99	\$1.46	\$33.13
TOTAL	all sites	44	\$108.17	±\$35.88	\$6.35	\$618.06	44	\$134.68	±\$39.11	\$7.00	\$618.87

^aThe ratio of total accounted costs to accounted labor costs was used to derive resource non-labor from the estimate of resource labor.

Source: Time study interviews with local food stamp agency and primary service provider staff.

TABLE 9.3: COMPARISON OF AVERAGE ACCOUNTED AND RESOURCE COST PER ELIGIBLE E&T PARTICIPANT FOR FY1988 BY AGENCY TYPE

		LABOR				TOTAL			
		N	ACCOUNTED	RESOURCE	DIFFERENCE (Resource-Accounted)	N	ACCOUNTED	RESOURCE	DIFFERENCE ^a (Resource-Accounted)
LOCAL FOOD STAMP AGENCY	44	\$33.01	\$66.63	\$33.62*	44	\$37.14	\$78.88	\$41.74	
PRIMARY SERVICE PROVIDER	44	\$24.70	\$35.96	\$11.26	44	\$32.99	\$46.74	\$13.75	
STATE FOOD STAMP AGENCY	44	\$2.31	\$5.58	\$3.27***	44	\$3.71	\$9.05	\$5.34	
TOTAL	44	\$59.68 ^b	\$108.17	\$48.49**	44	\$73.40 ^b	\$134.68	\$61.28	

^aThe ratio of total accounted costs to accounted labor costs was used to derive total resource costs from the estimate of resource labor. Thus significance tests were not performed for the total.

^bMean accounted costs on this table do not sum to the total because separate estimates of means were developed for the local FSA and service provider in one site.

* Statistically significant at the 10 percent level.

** Statistically significant at the 5 percent level.

*** Statistically significant at the 1 percent level.

Source: Time study interviews with local food stamp agency and primary service provider staff and State and local food stamp agency cost reports.

as high as accounted costs among local FSAs and among State FSAs. The magnitude of these differences indicates that the E&T expenditures that were reported to FNS in FY1988 dramatically understated the true cost of the E&T Program. Most of this difference is due to the previously noted undercharging by service providers and the inclusion of resource costs that are not included in accounted costs.

Cost Variation

As expected, unit E&T expenditures were significantly higher for sites that provided intensive E&T services (see Tables 9.4 and 9.5). Overall, both accounted and resources costs were about twice as high in sites categorized as Expanded Service model programs:

- o Among Job Search Only sites, accounted costs averaged \$33 per participant, but were three times higher among Expanded Service sites (\$97 per participant).
- o Among Job Search Only sites, resource costs averaged \$80 per participant, but were twice as high among Expanded Service sites (\$166 per participant).

Cost study interview data indicate that this 2:1 ratio is largely a result of differences in the emphasis placed on frequent face-to-face interaction between staff and E&T participants in sites whose E&T services went beyond the minimal requirements of individual job search.

Summary

Data obtained from the study sites indicate that the average cost of serving an eligible E&T participant in FY1988 was \$135, which is very similar to previous studies particularly the Food Stamp Work Registration and Job Search Demonstrations which reported average costs of \$132 for job search training programs. This estimate, which encompasses all E&T-related activities regardless of funding source, was approximately twice as high as the E&T outlays that were actually reported to FNS for the same period of time. E&T resource costs varied considerably across the study sites, ranging from \$6 to \$619 per participant, due to variation in the intensity and duration of the E&T services that were offered. Average per participant E&T outlays were twice as high among sites that supplemented job search with employability training and/or remedial assistance (\$166 versus \$80). The study also found that E&T was very labor intensive, with direct labor charges comprising over 70 percent of E&T outlays.

TABLE 9.4: COMPARISON OF AVERAGE ACCOUNTED COST PER ELIGIBLE E&T PARTICIPANT FOR FY1988 JOB SEARCH VS EXPANDED SERVICE SITES BY AGENCY TYPE

		LABOR			TOTAL		
		JOB SEARCH ONLY	EXPANDED SERVICE	DIFFERENCE (Expanded Service Minus Job Search)	JOB SEARCH ONLY	EXPANDED SERVICE	DIFFERENCE (Expanded Service Minus Job Search)
LOCAL FOOD STAMP AGENCY	all sites	\$4.22 (n=16)	\$49.55 (n=28)	\$45.33***	\$9.02 (n=16)	\$53.29 (n=28)	\$44.27***
	sites w/costs reported	\$8.52 (n=5)	\$99.88 (n=15)	\$91.36***	\$18.20 (n=5)	\$94.75 (n=17)	\$76.54***
SERVICE PROVIDER	all sites	\$13.83 (n=16)	\$30.95 (n=28)	\$17.12**	\$22.32 (n=16)	\$39.12 (n=28)	\$16.80*
	sites w/costs reported	\$15.63 (n=13)	\$47.00 (n=16)	\$31.37***	\$25.24 (n=13)	\$55.93 (n=17)	\$30.69***
STATE FOOD STAMP AGENCY	all sites	\$2.08 (n=16)	\$2.45 (n=28)	\$0.37	\$2.84 (n=16)	\$4.21 (n=28)	\$1.37
	sites w/costs reported	\$2.08 (n=16)	\$3.74 (n=19)	\$1.66	\$2.84 (n=16)	\$5.52 (n=22)	\$2.68***
TOTAL	all sites	\$19.18 ^a (n=16)	82.94 (n=28)	\$63.76***	\$32.99 ^a (n=16)	\$96.62 (n=28)	\$63.63***

^aMean costs on this table do not sum to the total because separate estimates of means were developed for the local FSA and service provider in one site.

* Statistically significant at the 10 percent level.

** Statistically significant at the 5 percent level.

*** Statistically significant at the 1 percent level.

Source: Time study interviews with local food stamp agency and primary service provider staff.

TABLE 9.5: COMPARISON OF AVERAGE RESOURCE COST PER ELIGIBLE E&T PARTICIPANT FOR FY1988 JOB SEARCH VS EXPANDED SERVICE SITES BY AGENCY TYPE

	LABOR			TOTAL		
	JOB SEARCH ONLY	EXPANDED SERVICE	DIFFERENCE (Expanded Service Minus Job Search)	JOB SEARCH ONLY	EXPANDED SERVICE	DIFFERENCE ^a (Expanded Service Minus Job Search)
LOCAL FOOD STAMP AGENCY						
all sites	\$17.69 (N=16)	\$94.76 (N=28)	\$77.09***	\$31.49 (N=16)	\$106.12 (N=28)	\$74.63
PRIMARY SERVICE PROVIDER						
all sites	\$24.78 (N=16)	\$42.38 (N=28)	\$17.60	\$44.03 (N=16)	\$48.30 (N=28)	\$4.27
sites w/costs reported	\$28.02 (n=13)	\$57.90 (n=18)	\$29.88*	\$49.79 (n=13)	\$65.98 (n=18)	\$16.19
STATE FOOD STAMP AGENCY						
all sites	\$3.40 (n=16)	\$6.84 (n=28)	\$3.44***	\$4.82 (n=16)	\$11.49 (n=28)	\$6.67
TOTAL						
all sites	\$45.87 (n=16)	\$143.98 (n=28)	\$98.11***	\$80.34 (n=16)	\$165.91 (n=28)	\$85.57

^aThe ratio of total accounted costs to accounted labor costs was used to derive total resource costs from the estimate of resource labor. Thus, significance tests were not performed for the total.

* Statistically significant at the 10 percent level.

** Statistically significant at the 5 percent level.

*** Statistically significant at the 1 percent level.

Source: Time study interviews with local food stamp agency and primary service provider staff.

THE COST-EFFECTIVENESS OF THE E&T PROGRAM

The remainder of this Chapter integrates the findings on impacts and costs to assess the overall cost-effectiveness of the E&T Program. The goal is to determine the extent to which the benefits of the Program offset its costs (if at all). Three sections are included: an overview of the framework for cost-effectiveness analysis; an assessment of the Program's cost-effectiveness in the short-run (defined as the first year of an individual's participation); and an assessment of the Program's long-run cost-effectiveness.

General Framework

For the purposes of this study, the costs and benefits of the E&T Program are evaluated from two perspectives: participants and taxpayers. This distinction is made because the main anticipated effects of the Program accrue to different groups. To the extent that the effects occur, an increase in earnings is a benefit to participants; the costs of providing E&T services and administering the Program is a cost to taxpayers; and reductions in public assistance benefits is a transfer from participants to taxpayers. A program such as E&T is judged cost-beneficial from each perspective if the total net impact on the group is positive.

The net benefits to society equal the sum across participants and taxpayers of all relevant costs and benefits. Such a summation is, however, quite subjective and as a consequence has been left to the reader. For example, the importance or validity of some of the effects may be perceived differently by the two groups. An example of this is the leisure forgone by food stamp recipients when they engage in required E&T work or training programs. This is a cost to those individuals who are required to participate in E&T activities, or who are required to work at wages lower than their reservation wage as a condition of keeping food stamp benefits. It may be argued, however, that participants are simply fulfilling their end of an implicit social contract, in which case these costs should not be included from society's perspective. Further, distributional concerns may also affect the aggregation process, as a dollar may be regarded as worth more or less to taxpayers than to recipients of public assistance.

Net benefits are examined in relation to two time frames. The first is the observation period of the E&T evaluation, namely, the year following random assignment. This time period also coincides with E&T regulations, which require food stamp recipients to repeat E&T participation each year. An assessment of the costs and

benefits in this period provide an answer to the question: What was the national effect of E&T for all participants in a year of participation?

It should be noted that this is not the same as analyzing the net benefits during the first year of Program operation. That time frame would represent a fixed calendar period during which eligible recipients were gradually enrolled, so that some of them would participate for the full year but others for only part of the year. Instead, the selected measure represents the effects of a full year of participation for each individual in the sample.¹

The second time frame used is the indefinite future. Based on the observed temporal patterns of effects, this perspective seeks to answer the question: What will be the effect of E&T nationwide in the long run? The answer to this latter question will necessarily be less certain than the answer to the first one, because it will be based on assumptions about generally unknown future events.

The major hypothesized benefits and costs of the Program from the perspectives of participants and taxpayers are shown in Table 9.6. In this table, benefits are indicated by a "+" and costs by a "-". The main benefit that was expected to accrue to **E&T participants** was an increase in earnings. Associated with this are the nonpecuniary and unmeasurable benefits of employment: an increase in self-esteem resulting from replacing public assistance income with earnings, and perhaps increases in human capital which would pay dividends in later years.

¹ A caveat must be stated here with regard to the representativeness of the sample in this context. Individuals were sampled out of the intake flow in each site over the course of three to six months. This does not necessarily yield the same results as sampling out of the population of all possible eligibles. In particular, individuals who were due for recertification more frequently had a greater chance of being sampled. It is not obvious, however, how this affected the sample. In some States, individuals with greater labor force attachment tend to be given shorter certification periods. In other States, these individuals are put on monthly reporting and given longer certification periods. It is therefore uncertain how, if at all, this may have biased the results.

**TABLE 9.6: PRIMARY ANTICIPATED COSTS AND BENEFITS OF THE FOOD STAMP
EMPLOYMENT AND TRAINING PROGRAM**

	Participants	Taxpayers
BENEFITS		
Increased earnings	+	
Reduced administrative costs		+
Increased satisfaction	+	+
COSTS		
Administrative and service costs		--
Forgone leisure	--	
TRANSFERS		
Decreased public assistance	--	+

These benefits would be balanced by two types of costs. First, participants would lose whatever value they place on their time when not working (i.e., the value of "forgone leisure"). Second, participants' income would not increase by as much as their earnings, because they would experience a drop in public assistance payments.

From the point of view of **taxpayers**, the main benefit is the anticipated savings in public assistance outlays. Associated with this is a reduction in day-to-day costs of administering the Food Stamp Program and other public assistance programs, attributable to a reduction in caseload.

The major cost of the program to taxpayers is, of course, the resources used in program administration, assessment, and service provision, and to reimburse participants for their out-of-pocket expenses. Even if the costs of the Program balanced the savings, however, taxpayers were expected to reap a nonpecuniary benefit, in the form of the knowledge that participants were actively helping themselves. That is, even if the E&T Program does not prove to be cost-effective in purely financial terms, society may choose to run the Program anyway because of the value placed on the requirement that public assistance recipients "do something" for their benefits.

Of these listed effects, most represent pure gain or loss to the affected parties. Decreased public assistance payments, however, are losses to participants which are matched by gains to the taxpayers. Hence, these are shown in Table 9.6 as a transfer rather than as a cost or a benefit.

Several other minor items could be added to the list, including:

- o the value to taxpayers of goods and services produced under workfare;
- o the value to taxpayers of decreased Medicaid reimbursements;
- o the value to participants of private health insurance and other fringe benefits;
- o the cost to participants of work expenses such as transportation and child care; and

- o the transfer of taxes on increased earnings from participants to taxpayers.

These have been excluded from the cost-benefit analysis, for two reasons. First, direct evidence on the quantitative effects for these items is generally lacking, and strong assumptions would be required to obtain numerical estimates.² For example, impacts on taxes depend on whether earnings increases accrue to people who are above or below the threshold for paying any taxes; impacts on work expenses depend largely on whether increases in employment accrue to people who are already working; and so on. Second, given the findings reported previously that the program did not increase earnings or employment, the magnitude of these items will be negligible. These items are therefore dropped from further consideration without any significant loss of information.

Short-run Cost Effectiveness

This section examines the extent to which the benefits derived from the E&T Program outweighed its costs during the first year of an individual's participation (i.e., 12 months after random assignment). Before presenting the estimates, however, a number of methodological issues warrant some discussion.

Methodological Issues. While the cost-effectiveness analysis requires little in the way of new impact estimates, the previously reported results need some transformation before they can be used for this purpose. This requires resolution of four methodological issues discussed below:

- o the appropriate unit of measurement;
- o the estimation of the effect of E&T on routine administrative costs;
- o the treatment of forgone leisure; and
- o tests of sensitivity.

² The one area in which data were collected was work expenses (as part of the First Wave Followup Survey): 29% of jobs had non-zero expenses for tools and uniforms averaging \$7.59/week; 69% had expenses averaging \$13.13/week for transportation; 8% had child care expenses averaging \$31.76/week; and 9% had other expenses averaging \$14.76/week.

First, the results that have been presented up to this point are not exactly commensurate. Both the employment and earnings impacts and the costs of services were analyzed with respect to the individual participant. The public assistance impacts, in contrast, were analyzed with respect to the households from which the participants were sampled. These households contained an average of 1.24 E&T participants (see Chapter Three). Consequently, public assistance impacts were converted to a per-participant basis by dividing the level of benefits by the factor 1.24.

Second, in addition to the direct costs of providing E&T services, participants impose ongoing administrative costs on taxpayers. The cost of administering public assistance programs such as AFDC and Food Stamps (excluding E&T) range in the neighborhood of 10 to 20 percent of benefit outlays (i.e., for each dollar of benefits paid there is an associated administrative cost of from 10 to 20 cents). Because the effect of E&T on such administrative costs is likely to be small, a simplifying assumption has been used instead of attempting to measure these costs with great precision. For this purpose it has been assumed that **routine administrative costs are a constant 15 percent of benefit outlays**. Thus, associated with every \$100 savings in benefit outlays is a \$15 savings in administrative costs. This will be a slight overestimate to the extent that the savings are achieved through reduced average payments rather than through reduced caseload.

Third, a troublesome element in cost-benefit analyses of policy changes in food stamp and other public assistance programs is the forgone leisure of recipients. Suppose, for example, that a program succeeds in inducing individuals who otherwise would not have done so to obtain work, perhaps as a condition of continuing to receive benefits. The implication is that in the absence of the requirement, the individuals valued the forgone leisure more than the earnings and are, as a consequence, worse off as a result of increased employment.

At least two counter arguments are possible, however:

- 1) The individuals would have perhaps chosen to work before, but didn't know how to go about getting a job. E&T has given them new information and thus made them better off - although still not to the full extent of their earnings, but only to the extent that they value their leisure less than their hourly wage (i.e., if a person with a reservation wage of

\$4.00 per hour is helped to find a job at \$5.00 per hour, the gain to that person is \$1.00 per hour). If, however, the reservation wage is not met, the participant is worse off as a result of the new requirements.

- 2) Conversely, it can be argued that the preferences of welfare recipients not to work are irrelevant to a cost-benefit analysis. It is a cardinal rule of cost-benefit analysis that only legitimate gains and losses are included. Further, the rationale of E&T, and of much new legislation, is that a contract relationship exists between eligible individuals and taxpayers. Hence the time spent by recipients in fulfilling their obligations should not be counted as a cost.

Given that the E&T Program did not actually increase employment or earnings, it seems fruitless to speculate whether it should be thought of as a program that helps participants find jobs, rather than one which requires participants to engage in certain activities in order to retain their benefits. In any event, assignment of a dollar value to hours of foregone leisure is a highly subjective undertaking; arguments can be made in favor of using the minimum wage, a higher value, a lower value, or (as shown above) zero. Consequently, for the purposes of this analysis no attempt has been made to place a dollar value on foregone leisure. Instead, results are presented for participants in terms of the impact of E&T on net income plus the Program's impact on hours of leisure. The reader may then weight these numbers as desired to obtain the total effect on participants.

Finally, the various assumptions discussed to this point tend somewhat to overstate the benefits and understate the costs of E&T. Even so, as will be shown below, the Program is far from cost-beneficial from the point of view of either the participants or taxpayers in the first year of participation. To gain an understanding of the robustness of these conclusions, the cost-effectiveness of the Program is examined under two alternative scenarios. The first focuses on the uncertainty associated with the statistical estimates of the impact of E&T on public assistance benefits. In the second scenario, the implications of implementing sanctions more stringently are considered. It should be noted that these two scenarios are conceptually quite different: one relates to the degree of uncertainty in the statistical estimates, while the other postulates behavior that was known not to have occurred but which was (and is) a programmatic option.

Under neither of these scenarios is consideration given to the possibility of a positive impact on earnings in the first year of participation. It seems clear that substantial changes in the program would be necessary for this to occur, and it is not possible to speculate what the effects of those changes would be on program costs.

The Short-run Cost-effectiveness of the E&T Program. From the perspective of participants, Program impacts on three elements must be considered -- earned income, public assistance benefits, and foregone leisure. The estimated effect on earnings for the first year of participation was a loss of \$67 (see Chapter Seven)³. The best estimate of the total effect on participants' income from all public assistance was a reduction of \$26 (see Chapter Eight). Recall, however, that this is a per-household estimate. Adjusting it for the number of participants per household results in a per-participant reduction of \$21 (i.e., \$26/1.24).

With regard to forgone leisure, two effects occurred which partially offset each other. On the one hand, the earnings loss of \$67 was related to a decrease in hours worked of about 14 hours over the course of the year. (This was obtained by dividing \$67 by \$4.83, the average hourly wage shown in Chapter Seven.) On the other hand, a comparison of time spent in classroom activities, workfare and job search reveals that E&T participants spent five hours more in those activities over the course of the year than control group members (an average value of 212 hours versus 207 hours). Hence the net effect on leisure was a nine-hour increase (14 hours - 5 hours).

Combining these effects, the estimate of the total impact of the E&T program on participants in the first year of participation was therefore a loss of \$97 and a gain of nine hours of leisure.

³ For the purposes of cost-effectiveness analysis, the best estimate of the impact of E&T on participants is the estimated difference between the treatment and control group regardless of the statistical significance of the estimate. Statistical significance tells whether the estimate can be distinguished from zero (or from any other value in the confidence interval) but this does not change the fact that the point estimate is still the best measure of magnitude of the effect.

From the perspective of **taxpayers**, the administrative and service cost of E&T was estimated to be \$135 per participant in the first year of participation. This must be balanced against the savings in public assistance payments, estimated above as \$21 per participant. There is also a savings in administrative costs, estimated to be roughly \$3 per participant using the assumption discussed above that routine administrative costs are a constant 15 percent of public assistance outlays. The net pecuniary effect on taxpayers is therefore $(\$135 - \$21 - \$3)$, or a loss of \$111 per participant.

Given the results presented in earlier chapters, the failure of the E&T Program to show a positive net impact should not be a surprise. A positive effect on participants could only occur if gains in earnings exceeded lost benefits. As no such gains in employment occurred, the negative result is not unexpected. Similarly, a positive effect for taxpayers depended on public assistance savings exceeding administrative costs of the program. This also did not occur.

Alternative Scenarios. It does not seem reasonable to hypothesize that the costs of administration could have been any lower than they were. In fact, they may be slightly underestimated to the extent that the costs of secondary service providers (such as schools) are excluded. It is at least possible, however, that the impact of the Program on public assistance benefits saved has been under- or overestimated due to sampling variability in the estimates. In particular, it may be asked how probable it was that the true impact on public assistance benefits was enough to balance the \$135 estimated administrative cost of the Program.

Computing confidence intervals around both estimates (i.e., Program cost and estimated benefits savings) yields the conclusion that there is statistically only a five percent chance that the true public assistance savings were as high as the cost of \$135 per participant. It is therefore very unlikely that the savings produced by the Program could have been large enough for the taxpayer to break even on the investment of public funds.

The second possibility explored in the analysis was that a uniform application of sanctions to individuals who did not appear for their assessment interviews would produce savings in food stamp benefits high enough to exceed Program costs. The calculations pertaining to this hypothesis are counterfactual; sanctions were in actuality applied to only a small percentage of noncompliant participants.

From the point of view of the taxpayer, sanctions represent a source of benefits that were not fully tapped. As shown in Chapter Six, 34.3 percent of participants for whom an initial appointment was scheduled did not appear for an assessment, and an additional 3.5 percent did not get beyond the assessment interview.⁴ Relatively few of the no-shows lost benefits through sanctions, although they were likely to leave the Food Stamp Program substantially earlier than other participants (see Chapter Six). Still, nearly 8 percent of the no-shows were still on the rolls 12 months after entry, and more than a quarter received at least six months of food stamp benefits.

A tough enforcement of sanctioning could conceivably reverse the cost-benefit result from the point of view of taxpayers. The net gain would be the difference between the benefit dollars saved and the additional administrative costs. To obtain an estimate of the potential effect, suppose that all no-shows were removed from the rolls after two months. From Chapter Six, it can be inferred that this would reduce benefits paid to these cases by about 2.3 months each.⁵ Using a monthly benefit payment value of \$135 per

⁴ The first of these numbers may be an underestimate, if caseworkers were disproportionately likely not to fill out Client Participation History Forms for individuals who failed to appear for their assessment interviews.

⁵ The calculation was performed as follows. The average amount of time in excess of two months that the "no shows" received benefits was the sum of the proportion of such cases receiving benefits for three, four, five, etc. months, multiplied by the associated number of additional months. These proportions can be derived from the cumulative rate of termination shown in Chapter Six. Assuming that cases terminating between seven and nine months received eight months of benefits on average, that cases terminating between 10 and 12 months received 11 months on average, and that cases that survived at least 12 months then entered the next cycle of E&T activities, this average is calculated as:

$$1*(.614 - .471) + 2*(.693 - .614) + 3*(.749 - .693) + 4*(.819 - .749) + 6*(.879 - .819) + 9*(.923 - .879) + 10*(1.000 - .923) = 2.3.$$

household -- which is the average nonzero benefit amount across all households for all 12 months -- and dividing it by 1.24, the number of participants per household⁶, it appears that savings would be generated equal to:

$$0.343 * 2.3 * 109 = \$86 \text{ per participant.}$$

Actual savings to taxpayers would be considerably less, however. First, to increase the extent to which sanctions are enforced would require additional administrative costs. Second, the administrative costs do not end with the sanctioning per se. Many individuals who are sanctioned for failure to comply with E&T requirements will quickly return to the rolls requiring new certifications, which each take about an hour of caseworker time plus smaller amounts of supervision and support staff time (Hamilton et al, 1989). Counting nonlabor costs and overhead, administrative costs of some \$20 would be incurred for each such recertification. It thus appears that a maximal enforcement of sanctioning would reduce the net loss of E&T from taxpayers' perspective to \$25 (\$111-\$86), but would not alter the basic conclusion -- to be cost-effective, the savings would have to be at least equal to the average per participant cost of \$135.

Long-run Effectiveness

Methodological Issues. Several new methodological issues arise in deriving estimates of the long term effects of E&T on taxpayers and recipients:

- o how to project first year impacts on earnings into the future;
- o how to project first year impacts on caseload and benefits into the future;
- o the choice of a unit of measurement; and
- o the development of an alternative scenario.

Each is discussed below.

⁶ It is assumed for the purposes of this exercise that benefits are reduced proportionately to the number of individuals sanctioned. In reality, sanctioning an individual may lead to loss of benefits for the entire household, if the individual is the food stamp applicant, or for a single-person household.

First, there is no single best way to project impacts on earnings over the indefinite future from a single year of followup data. Some degree of extrapolation and speculation is unavoidable. In the case of the E&T Program, however, the situation is made much simpler when one considers the nature of the impact estimates reported in Chapter Seven. As will be discussed below, the most reasonable assumption that can be derived from the data is that **participation in E&T during a given year has a zero impact on earnings in subsequent years.** This assumption about future impacts on earnings is adopted for two reasons:

- o The observed impact on earnings is statistically insignificant, and the point estimate for the fourth quarter is actually negative. Examination of data in Chapter Seven, however, indicates that the point estimates of the effects on days worked, hours per week, and hourly wages were virtually zero in the last quarter. Therefore, it could hardly be seriously argued that E&T reduces employment in the long run.
- o There is no evidence that positive impacts on earnings will appear in later years. As shown in Chapter Six, only a few participants were engaged in activities from which delayed effects on earnings could be anticipated (e.g., educational programs). Furthermore, the observed temporal pattern of effects on employment certainly does not support the notion of a delayed effect on earnings. If E&T held participants off the labor market while they engaged in intensive activities that enabled them to increase their earnings later, the expected effect would be a gradual release of participants into the job market. That is, the expected pattern of employment effects would be that fewer treatment group members than controls would be employed in the early quarters, but that as participants completed their training programs and entered the labor market, the employment effect would turn around and become positive. The pattern that was actually observed, though none of the differences were statistically significant, was just the opposite -- the point estimates of the employment effect started out positive and then turned negative.

There is no empirical evidence, therefore, to support a projection of positive effects appearing in later years. In the alternative scenario discussed below, however, the possibility of such delayed effects is considered.

Second, projecting the future impact of E&T on public assistance payments requires answers to two questions. If a person participates in E&T in a given year, what will be the impact on public assistance in future years? If a person participates in E&T in several years, what will be the within-year impact of each of those cycles of participation? The estimates derived in this chapter are based on two assumptions:

- o the impact on public assistance payments of participating in E&T in a given year is confined to that year; and
- o E&T leads to constant savings in each year of participation.

These assumptions follow from the failure to find a positive impact of E&T on earnings and employment. It appears that E&T affects public assistance payment through sanctions and the threat of sanctions (i.e., a deterrence effect) rather than through increasing the employment or employability of participants. This effect can be repeated each year that food stamp recipients go through the cycle of participation -- that is, some fraction of active cases leaves the rolls more quickly than they otherwise would have. For a given cycle to have long-term effects, however, it would be necessary for the participants' employment and welfare behavior to have changed. There is no reason to believe that E&T has this effect outside the year in which it occurs.

Third, the usual approach for analyzing long-term costs and benefits is to define the unit of analysis as the lifetime of a program entrant. For many such programs, administrative costs are incurred at the outset, while benefits accrue in succeeding years. Hence a lifetime perspective gives a more accurate view of the desirability of the program than an analysis of the first year of participation. In long term analyses, the annual values are discounted over time to reflect the fact that a gain of \$100 next year is insufficient to compensate for a loss of \$100 this year. With a 10 percent discount rate, for example, a net benefit of \$100 in year two is equivalent in present value terms to a total net cost of \$90 in year one.

The situation is somewhat different for E&T, because individuals may reenter the Program repeatedly, incurring new administrative costs each year. On the other hand, the assumptions about long-term impacts on earnings and public assistance outlined above imply that impacts in these two areas will be contained entirely within the year of participation. Hence, the program is viewed as

a potentially repeated intervention with short-term effects, rather than as a single intervention with long-term effects.

Consequently, the unit of analysis that has been adopted for the long-term effects is a one-year cycle (or "dose") of E&T activities. Given only a single year of followup data, it is not possible to estimate how many annual cycles of the E&T Program an individual would go through in a lifetime. There is no reason to believe, however, that subsequent passes through the Program would have different effects than the first time through. That is, in each round of participation the administrative costs would be incurred once more, and the reduction in public assistance benefits could be anticipated to recur as well.

Finally, despite the arguments presented above, it is at least theoretically conceivable that E&T may have positive effects on earnings in later years. This could plausibly occur for those individuals who engaged in classroom activities: vocational training, basic education classes in reading, writing, or English, classes toward a G.E.D., or community college courses. From Table 6.1, it can be seen that treatment group members were about four percentage points more likely to engage in these activities than control group members.

Previous studies in which participants engaged in intensive activities have shown earnings gains of perhaps \$1,000 per year (Gueron, 1990). This is the largest earnings effect found in the WIN-demonstration evaluations discussed in Chapter Two, roughly adjusted to reflect current dollars. For the alternative scenario, therefore, it is assumed that such a gain occurs for the four percent of the E&T participants placed in such components and is maintained for five years, starting in the year after E&T participation. It should be emphasized that this is purely hypothetical; no evidence exists on the comparability of these classroom activities with the activities in other work-welfare programs that led to substantive earnings gains. A ten percent discount rate on future earnings is also assumed for the purposes of this scenario.

Long-term Cost Effectiveness of the E&T Program. If, as appears most likely, all effects of the E&T Program are contained within the year of participation, then the long-term effects will be identical to the single-year effects. An \$86 net loss per participant from the participant's perspective, and a \$101 net loss per participant from

the taxpayers' perspective, are thus estimated to occur for each round of participation.

However, if it is supposed that the additional four percent of participants who engaged in classroom activities as a result of E&T obtained earnings gains of \$1,000 per year lasting for five years, then E&T could be cost-beneficial to participants on average. With a discount rate of ten percent per year, the value of the additional earnings per participant in intensive services would be ($\$909 + 826 + 751 + 683 + 621$), or \$3,790. Averaged across all participants, this would amount to \$151 per participant. If such an effect occurred, it would be partially countered by pecuniary costs to participants in terms of work expenses, forgone public assistance, and taxes paid.⁷ Nonetheless, this sort of earnings increase could be sufficient to make the program cost-beneficial from the point of view of the recipient population, if their reservation wages were sufficiently low. If their main reason for not obtaining E&T services and employment on their own was that they preferred not to work, however, then from their own perspective they might not be better off.

From the perspective of taxpayers E&T would still be of marginal benefit. There would be gains in terms of increased taxes on

⁷ Given the purely hypothetical nature of this exercise, it is hard to speculate what proportion of the gain would be lost to participants through these elements. It would be necessary to know how much of the effect on earnings represented changes in hours versus changes in hourly wage, and also what proportion of the affected individuals would leave the rolls entirely rather than receive smaller benefits. As long as a household is receiving food stamps, food stamp benefits are reduced by about \$0.25 for each additional dollar earned. If the household is receiving other public assistance as well, the total implicit tax rate can be as high as 100 percent, or even higher. As soon as the household's food stamp benefits are reduced to zero, however, there can be no further loss in such benefits with increased earnings. Effects on work expenses are similarly lumpy. There may be a fixed component (e.g. transportation), and a component associated with number of hours worked (e.g. child care), but work expenses do not increase with wage rates. Hence, without data on the actual experiences of individuals, these counter effects may only be discussed qualitatively.

earnings, decreased welfare benefits, and reduced routine administrative costs. To the extent that participants are made financially better off, however, it must be supposed that the changes in welfare benefits and taxes are significantly less than the \$151 earnings gain; and little impact can be expected from the administrative cost element. It is thus not certain whether the \$135 per participant cost of the E&T Program would be recovered even if those placed in more intensive services would have gains in earnings in future years that were considerably larger than those observed during the period of this study.

SUMMARY

The cost of the E&T Program is quite modest, averaging only about \$135 per participant, and similar to previous research findings. Nevertheless, the analyses reported in this chapter indicate that E&T is not cost-effective for an individual's first year of participation, nor is it likely to be cost-effective in its present form in the long run. This conclusion is driven by three previously reported findings:

- o E&T did not increase participants' earnings;
- o E&T reduced food stamp benefits by only a small amount; and
- o the costs of administering E&T, although quite modest, were still large relative to the achieved food stamp savings.

These three findings in turn were largely a result of the previously reported patterns of participation: many or most participants received no substantive services from the program, and for only a very few was the program anything more than directed job search. The outcomes for E&T participants were therefore extremely similar to what they would have experienced in the absence of the program, while the administrative costs were a burden for taxpayers⁸.

⁸ These administrative costs did not replace costs which would have been borne in the absence of E&T, and so were purely an additional taxpayer burden. Further, other programs that require E&T-like services (JTPA and UI) typically do not waive their requirements because of someone's E&T involvement.

Cost-benefit analyses are invariably based on a large number of component parts, all of which are measured with some degree of uncertainty. It is troubling if the final conclusion is highly sensitive to untestable assumptions, for example, if the net estimated effect of a program changes from positive to negative depending on a small change in the value of the discount rate. In the case of E&T, however, the finding of a negative net effect seems to be valid under a range of assumptions. It appears, therefore, that substantial changes would be required for the Food Stamp E&T Program to yield a net benefit to either participants or taxpayers. The reason is evidently that the E&T population consists of some people who would get jobs and leave the food stamp rolls by themselves, and of other people who have barriers to employment that cannot be overcome by the types of services provided through E&T. What these barriers are can only be speculated: presumably some combination of lack of motivation, lack of skills, and lack of opportunities. As it stood in FY 1988, E&T was a program with real administrative costs that were not matched by gains in participants' employment and earnings nor by reductions in welfare dependency.

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Authors: Michael J. Puma
Nancy R. Burstein
Katie Merrell
Gary Silverstein

**EVALUATION OF THE FOOD STAMP EMPLOYMENT AND
TRAINING PROGRAM**

FINAL REPORT: VOLUME II -- APPENDICES

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Prepared for:

Office of Analysis and Evaluation
Food and Nutrition Service/USDA
3101 Park Center Drive
Alexandria, VA 22302

Prepared by:

Abt Associates Inc.
4800 Montgomery Lane
Bethesda, MD 20814

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APPENDIX A: TECHNICAL APPENDIX

TECHNICAL APPENDIX

This appendix provides technical details about the calculation of weights and variances for the E&T evaluation.

SITE-LEVEL WEIGHTS

Local FSAs were selected based on probabilities proportional to the estimated size of their E&T caseloads. Site-level weights were calculated as the inverse of these selection probabilities.

SAMPLING FRACTIONS

The overall sampling fraction for a given E&T model is:

$$f = (\text{Participant Sample Size})/(\text{Eligible Population Size}).$$

Unfortunately, the size of the eligible population was unknown and had to be estimated from data on the number that are eligible within each selected local FSA. Thus, the estimated overall sampling fraction is:

$$\begin{aligned} \hat{f} &= (\text{Participant Sample Size})/\text{Estimated Eligible Population} \\ &= (\text{Participant Sample Size})/\left(\sum_{i=1}^n N_i/\pi_i\right) \quad (1) \end{aligned}$$

where N_i is the number of expected eligible Food Stamp enrollees in a month and π_i is the selection probability for the i -th selected county. In order to achieve this overall sampling

fraction, the sampling fraction **within** each county, f_i , must satisfy:

$$f_i = \hat{f} \frac{N_i}{n_i \pi_i}$$

where N_i is the number eligible in a county and n_i is the number eligible in the selected offices, both on a monthly basis. Formula (2) was the starting point in determining the sampling fractions within selected counties. In those offices where the initial sample selections met the criterion that $f_i \leq .40$, formula (2) did indeed determine f_i . However, this criterion was not met in many cases and either f_i was artificially restricted to be .40, or the value used for \hat{f} was adjusted to ensure that the target sample size was met. It should be stressed that these were the initial target sampling fractions. During the recruitment of the study participants, these fractions were raised substantially in order to meet the required sample sizes.

SITE-LEVEL NONRESPONSE ADJUSTMENTS

At a late stage in the sample recruitment and training phase, a number of sites refused to participate. Furthermore, procedural problems in two sites resulted in these sites being dropped from the study as well. These modifications in the original sample design required adjustments in the sampling weights for the remaining sample units as follows:

$$\pi_i = \frac{n' - 1}{n'} \pi'_i$$

where n' refers to the number of units selected in the relevant model and π_i represents the original sampling probability.

ADJUSTMENTS FOR UNEQUAL SAMPLING RATES

Because of lower-than-expected client flows, the sampling rates were adjusted at many sites during the course of the data collection. Several steps were necessary to adjust for this and for differences in the duration of the data collection periods.

Assume that the j -th local office within the i -th site has q distinct sampling rates, $f_{ij1}, f_{ij2}, \dots, f_{ijq}$, which have been applied for $r_{ij1}, r_{ij2}, \dots, r_{ijq}$ workdays, respectively. Standardized sampling fractions,

\bar{f}_{ijk} , were calculated as

$$\bar{f}_{ijk} = \frac{\sum_{a=1}^q r_{ija}}{84} f_{ijk}$$

and \bar{f}_{ijk} was assigned to all sampling units in local office j within site i while the sampling rate f_{ijk} was in effect. Coincidentally, this process standardizes the weights to refer to an 84 day period. This is consistent with the initial sampling plan of collecting data for three months (which would have approximately 84 working days).

CONSTRUCTING THE BASIC SAMPLING WEIGHTS

Denote the site and local office selection probabilities as π_i

and $\pi_j^{(i)}$ respectively (thus, $\pi_j^{(i)} = n_i/N_i$).

The basic sampling weights were then calculated as:

$$w = \text{Basic Sampling Weight} = (\pi_i \pi_j^{(i)} \tilde{f}_{ijk})^{-1}$$

EXCLUSIONS OF CERTAIN E&T ELIGIBLES

In one State (consisting of five local FSAs), 18-25 year olds on GA were excluded from the study because of a State mandate that prevented the creation of a control group for these individuals. In one other site, all GA clients were excluded. To adjust for these exclusions the sampling weights for GA recipients in all other sites were increased proportionately to account for the missing eligibles.

FIRST WAVE WEIGHTING AND NONRESPONSE ADJUSTMENTS

Adjustments for nonresponse to the First Wave followup survey were based on the following characteristics as determined from the BIF:

- o Age of participant (30 or younger, 31 or older)
- o Sex of participant
- o Size of participant's household (single person, other).

The basic steps in developing the nonresponse adjustments consisted of computing exploratory cross-tabulations on the BIF file to determine appropriate adjustment classes, estimating the nonresponse adjustment factors for each nonresponse cell, and then applying the nonresponse factors to the sampling weights. Before calculating the actual nonresponse adjustments, data were imputed for 114 cases that had missing data for one or more items (50 nonrespondents, 64 respondents; altogether about 1% of the file). For nonrespondents, values were assigned at random using the data in Table 1. In most cases, missing data for respondents was obtained from the survey data, but when it was not available, it was assigned using Table 2.

TABLE 1: Imputation Rules for Nonrespondents

Missing Item	Value to Assign	Household			
		Single		Other	
Race	White	.34		.55	
Sex	Male	.76		.59	
		Single		Other	
		Male	Female	Male	Female
Age	30–	.45	.57	.62	.49

TABLE 2: Imputation Rules for Respondents

Missing Item	Value to Assign	Household			
		Single		Other	
Race	White	.39		.56	
		Single		Other	
		White	Other	White	Other
Sex	Male	.57	.68	.45	.42
		Single		Other	
		White M F	Other M F	White M F	Other M F
Age	30–	.33 .47	.46 .51	.54 .42	.66 .42

To use Tables 1 and 2, random numbers were generated between 0 and 1 and values assigned if the random number was smaller than the corresponding percentage shown in the table. For example, if a nonrespondent whose BIF indicates that the household consisted of a single person but had missing data for race, a random number u was generated and assigned the race value "white" if $u \leq .34$ and the race value "other" if $u > .34$. When a BIF was missing more than one item, the hierarchy shown in Table 1 was followed, i.e., assigned race first, then sex and finally age, generating new random numbers at each step.

The final adjustments for the First Wave weights were made by calculating:

$$W_i^{(4)} = f_i w_i^{(3)}.$$

SECOND WAVE WEIGHTING AND NONRESPONSE ADJUSTMENTS

All respondents to the First Wave **with** telephones and approximately half the First Wave respondents **without** telephones were eligible for the Second Wave survey. The former is referred to as the "telephone group" and the latter as the "non-telephone group." To select the non-telephone group, half of the sites were selected at random; all First Wave respondents in these sites (with or without telephones) were eligible for the Second Wave survey. These sites are referred to as the included sites, as opposed to the other sites where First Wave respondents without telephones were excluded from the Second Wave follow-up.

There are two other details which should be noted at this point. The first is that 89 sample units in the telephone group were apparently misplaced at the telephone center and were not contacted. This list of 89 Second Wave sample units follows no obvious pattern; for example, they are scattered (apparently at random) among the sites. Rather than nonrespondents, this group is referred to as potential respondents that were simply not contacted during the Second Wave. In any case, this group was eligible for the Third Wave follow-up.

The second point is that while all of the Second Wave sample units that were hard to reach (e.g., telephone had been disconnected) were "tracked," only those in the included sites were contacted for an in-person interview. Thus the hard-to-reach Second Wave sample units in the telephone group at the excluded sites will also be referred to as potential respondents, and this group was also eligible for the Third Wave follow-up.

As with the First Wave, the first step in Second Wave weighting consisted of determining appropriate nonresponse weighting classes. To do this, the following cross-tabulations were prepared:

- o NAGE*SEX*NNROST*RACE2*RESP
- o NAGE*SEX*NNROST*RESP
- o (NAGE SEX NNROST RACE2)*RESP

where NAGE, SEX, NNROST, RACE2, and RESP are categorical variables indicating, respectively 30 or younger vs. 31 or older, male vs. female, single vs. "other" household, white vs. other race, and respondent vs. nonrespondent. Based on a review of these cross-tabulations, the nonresponse adjustment classes, C_i , shown in Table 3 were defined.

The nonresponse adjustments force the weights to sum to the total of the weights of all eligible Second Wave sampling units, excluding the potential respondents in the telephone group and sample units without telephones at excluded sites. Once the classes C_i have been defined, calculating the adjustments is simply a matter of summing weights of respondents and nonrespondents over the classes.

The final First Wave weights are denoted as $w_i^{(4)}$. The calculation of the Second Wave nonresponse adjustment factor for

Table 3: First Wave Nonresponse Adjustment Classes

Class	Age	Sex	Household	Race
C_1	30–	Male	Single	–
C_2	30–	Male	Other	–
C_3	30–	Female	Single	White
C_4	30–	Female	Single	Other
C_5	30–	Female	Other	–
C_6	30+	Male	Single	White
C_7	30+	Male	Single	Other
C_8	30+	Male	Other	–
C_9	30+	Female	Single	White
C_{10}	30+	Female	Single	Other
C_{11}	30+	Female	Other	White
C_{12}	30+	Female	Other	Other

the i -th class, $f_i^{(2)}$, is:

$$f_i^{(2)} = \frac{\sum_{j \in C_i} w_j^{(4)} (1 - \gamma_j)}{\sum_{j \in C_i} w_j^{(4)} \delta_j}$$

where:

$w_j^{(4)}$ = the final First Wave sampling weight for the j -th record;

δ_j = 1 for respondents and 0 for nonrespondents;

γ_j = 1 for (i) the non-telephone group at excluded sites and (ii) potential respondents in the telephone group; in cases other than (i) and (ii), $\gamma_j = 0$.

Now define

$$w_j^{(5)} = \delta_j f_i^{(2)} w_j^{(4)} + \gamma_j w_j^{(4)} \quad \text{for } j \in C_i$$

Notice that the weight $w_j^{(5)}$ is (i) adjusted by $f_i^{(2)}$ (for the appropriate nonresponse adjustment class) when the unit is a respondent, or (ii) defined as the final First Wave weight for "potential respondents," or (iii) set to 0 for valid nonrespondents. Also, notice that these weights sum to the same total as the final first stage weights, which is the same as the sum of the base weights on the BIF.

Three further adjustments must be made to the second stage weights. Let

γ_{1j} - 1 for any of the 89 units that were eligible but not contacted, and 0 otherwise

γ_{2j} - 1 for potential respondents in the telephone group at excluded sites, and 0 otherwise

γ_{3j} - 1 for First-Wave respondents in the non-telephone group at excluded sites, and 0 otherwise.

Notice that $\gamma_{1j} + \gamma_{2j} + \gamma_{3j} = \gamma_j$.

The following notations are used:

T = sample units in the telephone group;

H = sample units in the "hard-to-reach" telephone group;

E = sample units the non-telephone group at excluded sites.

Now calculate:

$$f_1^* = \frac{\sum_{j \in T} w_j^{(5)}}{\sum_{j \in T} w_j^{(5)} (1 - \gamma_{1j})}$$

$$f_2^* = \frac{\sum_{j \in H} w_j^{(5)}}{\sum_{j \in H} (w_j^{(5)} (1 - \gamma_{2j}))}$$

$$f_3^* = \frac{\sum_{j \in E} w_j^{(5)}}{\sum_{j \in E} w_j^{(5)} (1 - \gamma_{2j})}$$

The final Second Wave weights are now given by:

$$w_j^{(6)} = (1 - \gamma_{1j}) f_1^* w_j^{(5)} \quad \text{for } j \in T-H$$

$$= (1 - \gamma_{2j}) f_1^* f_2^* w_j^{(5)} \quad \text{for } j \in H$$

$$= (1 - \gamma_{3j}) f_3^* w_j^{(5)} \quad \text{for } j \in E.$$

Thus the final weights are adjusted by f_1^* for all respondents in the telephone group, by f_1^* and f_2^* for respondents in the telephone group that were hard to reach, and by f_3^* for respondents in the non-telephone group at included sites (Table 4 provides the Second Wave adjustment classes, as before.)

Table 4: Second-Wave Nonresponse Adjustment Classes

Class	Age	Sex	Household	Race
C_1	30–	Male	Single	–
C_2	30–	Male	Other	–
C_3	30–	Female	Single	–
C_4	30–	Female	Other	–
C_5	30+	Male	Single	White
C_6	30+	Male	Single	Other
C_7	30+	Male	Other	–
C_8	30+	Female	Single	–
C_9	30+	Female	Other	–

THIRD WAVE WEIGHTING

Final weights were constructed for each month in which data were collected. Thus there are between 1 and 12 weights for each record.

For each month of data collection -- that is, first month after random assignment, second month after random assignment, etc. -- the wave for which that data were collected. Thus, for example, participant records could resemble the following:

Record	Wave of Enumeration											
	1	2	3	4	5	6	7	8	9	10	11	12
1	1	1	1	1	1	2	2	2	3	3	3	3
2	1	1	1	1	2	2	2	3	3	3	3	3
3	1	1	1	1	1	1	2	2	2	2	2	2
4	1	1	1	–	–	–	–	–	–	–	–	–
5	–	–	–	–	–	–	–	–	–	–	–	–

Notice that participant 4 was a nonrespondent after the First Wave, while participant 5 was nonrespondent to the First Wave. The main point here was to determine which month the data ends for each respondent.

As for previous waves, nonresponse weighting classes were defined specifically for the Third Wave. These are shown in Table 5. In making the nonresponse adjustments, the First Wave nonresponse classes were used for months 1-4, the Second Wave classes for months 5-8, and the Third Wave classes for months 9-12.

The nonresponse adjustments force the weights for each month to sum to the total of the First Wave weights. The computational process is the same for each month. Consider making the

Table 5: Third-Wave Nonresponse Adjustment Classes

Class	Age	Sex	Household	Race
C_1	30–	Male	Single	–
C_2	30–	Male	Other	–
C_3	30–	Female	–	White
C_4	30–	Female	–	Other
C_5	30+	Male	Single	Other
C_6	30+	Male	Other*	–
C_7	30+	Female	–	White
C_8	30+	Female	–	Other

* C_6 should contain Single/White as well as Other/White and Other/Other.

nonresponse adjustments for month k. For the j-th record, define

$$\delta_{jk} = \begin{cases} 1 & \text{if data is present for month } k \\ & \text{for participant } j \\ 0 & \text{otherwise.} \end{cases}$$

As noted above, there are three possible sets of nonresponse adjustment classes, but there is only one associated with the k-th month. Thus, for the k-th nonresponse class the adjustment factor,

f_{ki} , was calculated as

$$f_{ki} = \frac{\sum_{j \in C_{ki}} w_{jk}^{(3)}}{\sum_{j \in C_{ki}} w_{jk}^{(3)} \delta_{jk}}$$

where the $w_{jk}^{(3)}$ are previously defined. Define

$$w_{jk}^* = \delta_{jk} f_{ki} w_{jk}^{(3)} \quad \text{for } j \in C_{ki}.$$

This was repeated for $k = 1, 2, \dots, 12$. The weights w_{jk}^* are the final weights.

VARIANCE CALCULATIONS

The variance estimation formulas for cluster sampling are very complex. The formulas provided here therefore only approximations which take into account the multiple stages of selections; after some consideration, it was decided not to account for the finite population corrections, which are relatively small in any case. Linearized approximations are used for the variances of

ratios and differences between ratios. Other methods of variance estimation include balanced repeated replications (BRR) and the jackknife.

VARIANCES FOR TOTALS AND AVERAGES

It is assumed that totals and averages of a characteristic y are being estimated and that this characteristic has the value y_{ij} for the j -th participant in the i -th site. First, suppose that an estimate is desired for the variance of an estimated total for y :

$$(1) \quad \hat{Y} = \sum_{ij} y_{ij} w_{ij}.$$

(The weight shown here, w_{ij} , may be for the First, Second or Third wave.) The first step is to aggregate totals to the site level:

$$(2) \quad T_i = \sum_j y_{ij} w_{ij},$$

Notice that this sum extends over all participants in the i -th local office, regardless of household. Next, the within-stratum variances must be calculated. There are 11 strata, of which the first three are in Model 1, the next three in Model 2, and so forth. Within the h -th stratum, find the variance of the estimated total for y :

$$(3) \quad \hat{V}_h(y) = \left(\sum_{i \in h} T_i^2 - \frac{1}{n_h} \left(\sum_{i \in h} T_i \right)^2 \right),$$

where n_h is the sample size for stratum h , and where the notation $i \in h$ indicates that the sums are over the sites in stratum h . Finally,

calculate

$$\hat{V}(y) = \sum_h \hat{V}_h(y) .$$

This sum might extend over particular models or over all models, depending on the needs of the analyst.

To find the estimate of an average, several additional calculations are necessary. First the number of participants \hat{N} , the variance of \hat{N} and then the covariance between the \hat{N} and \hat{Y} must be estimated. To obtain \hat{N} , calculate

$$(4) \quad \hat{N} = \sum_{ij} w_{ij} .$$

The average value of the characteristic y is estimated by

$$(5) \quad \hat{Y} = \frac{\hat{Y}}{\hat{N}}$$

To find the variance of \hat{N} , first set

$$(6) \quad U_i = \sum_j w_{ij} ,$$

then calculate

$$(7) \quad \hat{V}_h(w) = \left(\sum_{i \in h} U_i^2 - \frac{1}{n_h} \left(\sum_{i \in h} U_i \right)^2 \right)$$

and, finally,

$$(8) \quad \hat{V}(w) = \sum_h \hat{V}_h(w).$$

To find the covariance, use the formulas

$$(9) \quad \hat{C}_h(w, y) = \left(\sum_{i \in h} T_i U_i - \frac{1}{n_h} \left(\sum_{i \in h} T_i \right) \left(\sum_{i \in h} U_i \right) \right)$$

and

$$(10) \quad \hat{C}(w, y) = \sum_h \hat{C}_h(w, y).$$

Finally, the variance of an average is estimated by

$$(11) \quad \hat{V}(\hat{Y}) = \left(\frac{1}{\hat{N}} \right)^2 \left(\hat{V}(y) + \left(\frac{\hat{Y}}{\hat{N}} \right)^2 \hat{V}(w) - 2 \left(\frac{\hat{Y}}{\hat{N}} \right) \hat{C}(w, y) \right).$$

VARIANCES OF TREATMENT EFFECTS

Most analyses will consist of comparing means of various quantities between the treatment and control groups by calculating

$$d = \hat{Y}_1 - \hat{Y}_2$$

where \hat{Y}_1 and \hat{Y}_2 are the estimated means for the characteristic y within the treatment and control groups, computed as in formula (5). To estimate $V(d)$ requires computing several additional covariance terms. First compute the following:

$$(12) \quad \hat{C}_h(y_1, y_2) = \left(\sum_{i \in h} T_{1i} T_{2i} - \frac{1}{n_h} \left(\sum_{i \in h} T_{1i} \right) \left(\sum_{i \in h} T_{2i} \right) \right)$$

$$(13) \quad \hat{C}_h(w_1, w_2) = \left(\sum_{i \in h} U_{1i} U_{2i} - \frac{1}{n_h} \left(\sum_{i \in h} U_{1i} \right) \left(\sum_{i \in h} U_{2i} \right) \right)$$

$$(14) \quad \hat{C}_h(y_1, w_2) = \left(\sum_{i \in h} T_{1i} U_{2i} - \frac{1}{n_h} \left(\sum_{i \in h} T_{1i} \right) \left(\sum_{i \in h} U_{2i} \right) \right)$$

$$(15) \quad \hat{C}_h(w_1, y_2) = \left(\sum_{i \in h} U_{1i} T_{2i} - \frac{1}{n_h} \left(\sum_{i \in h} U_{1i} \right) \left(\sum_{i \in h} T_{2i} \right) \right)$$

Now compute:

$$(16) \quad \hat{C}(y_1, y_2) = \sum_h \hat{C}_h(y_1, y_2)$$

$$(17) \quad \hat{C}(w_1, w_2) = \sum_h \hat{C}_h(w_1, w_2)$$

$$(18) \quad \hat{C}(y_1, w_2) = \sum_h \hat{C}_h(y_1, w_2)$$

$$(19) \quad \hat{C}(w_1, y_2) = \sum_h \hat{C}_h(w_1, y_2)$$

Using these calculations, the variance of the difference between treatment and control means is given by the formula:

$$\begin{aligned} \hat{V}(d) &= \hat{V}(\hat{Y}_1) + \hat{V}(\hat{Y}_2) \\ &- \frac{2}{\hat{N}_1 \hat{N}_2} (\hat{C}(y_1, y_2) + \hat{Y}_1 \hat{Y}_2 \hat{C}(w_1, w_2) - \hat{Y}_2 \hat{C}(y_1, w_2) - \hat{Y}_1 \hat{C}(w_1, y_2)) \end{aligned}$$

where the $\hat{V}(\hat{Y}_i)$ are the estimated variances for the treatment means (computed using formula (11)), and where the \hat{N}_i are the

summed weights for the treatment and control groups (computed from formula (4)).

APPENDIX B: DATA COLLECTION INSTRUMENTS

Baseline Information Form

FOR LOCAL OFFICE USE ONLY			Food Stamp Employment and Training Program		FSP Staff Name _____	
I.D. Code: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> 1-4/ State: <input type="text"/> <input type="text"/> 5-7/ Local Agency: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> 8-10/			BASELINE INFORMATION FORM		Date of Random Assignment: <input type="text"/> <input type="text"/> <input type="text"/> 16-17/ <input type="text"/> <input type="text"/> <input type="text"/> 18-19/ <input type="text"/> <input type="text"/> <input type="text"/> 20-21/	
Research Status: T... 1 C... 2 15/ Batch #11-12/ CD # 13-1401						

1. HOUSEHOLD ROSTER	2. RELATIONSHIP TO APPLICANT	3. SEX ENTER:	4. AGE LAST BIRTHDAY	5. MARITAL STATUS	6. EXEMPTION STATUS	7. VOLUNTEER STATUS
Print the First, Middle Initial and Last name of all members in the food stamp household. (If more than 8 household members, use Supplemental Household Information Form.)	02 = son 07 = other relative 03 = daughter 08 = unrelated adult 04 = spouse 09 = information cannot be obtained 05 = father 06 = mother	1 = Male 2 = Female	(If less than one year, enter 0).	1 = Married 2 = Divorced, Widowed or Separated 3 = Never Married	1 = Exempt 2 = Mandatory Participant	1 = Volunteer for ETP 2 = Nonvolunteer
1. _____ 22-51/	APPLICANT = 01 52-53/	54/	55-56/	57/	58/	59/
2. _____	60-61/	62/	63-64/	65/	66/	67/
3. _____	68-69/	70/	71-72/	73/	74/	75/
4. _____ CD 2 13-1402	15-16/	17/	18-19/	20/	21/	22/
5. _____	23-24/	25/	26-27/	28/	29/	30/
6. _____	31-32/	33/	34-35/	36/	37/	38/
7. _____	39-40/	41/	42-43/	44/	45/	46/
8. _____	47-48/	49/	50-51/	52/	53/	54/

1a. Supplemental Household Information Form: Yes ... 1
No ... 2 55/

2a. Applicant Social Security #

<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
----------------------	----------------------	----------------------	----------------------	----------------------	----------------------

56-64/

8. OTHER HOUSEHOLD DATA (PRINT)

Address 15-44/ City 45-70/ State 71-72/ Zip Code 73-77/

9. () _____ 9a. No phone at home ... 1 25/
Home Phone No. 15-24/

10. Is there another phone where the applicant can be reached? Yes ... 1 26/ () _____ 27-38/
No ... 2

10a. Under whose name is the phone listed? _____ 37-66/

Complete the following information for 2 relatives who do not live with the applicant and who are likely to know where to contact him/her. Please list people at different addresses.

Card 5 13-1405

11. First Name/Last Name: _____ 15-44/
Relationship to applicant _____ 45-58/

Address 57-60/ Apt. # 13-1406 City 15-37/ State 38-39/ Zip Code 40-44/

Home Phone Number: () _____ 45-64/

Under whose name is the phone listed? _____ 55-60/

Card 7 13-1407
Work Phone Number: () _____ 15-24/

12. First Name/Last Name: _____ 25-54/
Relationship to applicant _____ 55-68/

Card 8 13-1408
Address 15-44/ Apt. # _____ City 45-68/ State 69-70/ Zip Code 71-75/

Home Phone Number: () _____ 15-24/

Under whose name is the phone listed? _____ 25-64/

Work Phone Number: () _____ 55-64/

HOUSEHOLD INCOME AND PROGRAM PARTICIPATION

13. In the past 12 months, what was the total income for the household members listed above from all sources including jobs, welfare, alimony, etc.? (Circle one)

Less than \$3,001	1	\$9,001 - \$12,000	4
\$3,001 - \$6,000	2	\$12,001 - \$15,000	5
\$6,001 - \$9,000	3	More than \$15,000	6

65/

14. Record total monthly income for household members listed above (to nearest dollar):

SOURCE OF HOUSEHOLD INCOME	RECEIVED? YES NO	AMOUNT \$
Earnings	1 ... 2 66/	\$ _____ 67-70/
Food Stamps	1 ... 2 71/	\$ _____ 72-75/
AFDC	1 ... 2 76/	\$ _____ 77-80/ CD 10 13-1410
General Assistance	1 ... 2 15/	\$ _____ 16-19/
Unemployment Benefits	1 ... 2 20/	\$ _____ 21-24/
Social Security or Pension	1 ... 2 25/	\$ _____ 26-29/
Public Housing	1 ... 2 30/	\$ <u>X</u>
Other Housing Assistance	1 ... 2 31/	\$ _____ 32-35/
Medicaid	1 ... 2 36/	\$ <u>X</u>
Child Support	1 ... 2 37/	\$ _____ 38-41/
Other (Specify)	1 ... 2	\$ _____ 42-43/
		\$ _____ 44-47/
		\$ _____ 48-49/
		\$ _____ 50-53/
		\$ _____ 54-55/
		\$ _____ 56-59/
		\$ _____ 60-64/

TOTAL AMOUNT \$ _____

TURN PAGE OVER

CARD 11
13-14/11COMPLETE THE FOLLOWING INFORMATION FOR EACH MANDATORY PARTICIPANT OR
VOLUNTEER ASSIGNED TO PARTICIPATE IN THE EMPLOYMENT AND TRAINING STUDY

1. Last Name First Name/Middle Initial 15-44 Maiden Name (if different) 45-59

2. Roster No. for Person 1: 60-61/

3. List any nicknames None 62-79/ 1 80/

CARD 12
13-14/12

4. Social Security Number 15-17/ 18-19/ 20-23/

5. What was the highest grade of school this person completed?
Less than 12 grades 1 Some college 4
High school graduate 2 College graduate 5
GED 3 24/

5a. Other than high school did this person receive any vocational/technical training? Yes 1 40/ No 2 25/

9. Did this person have a job or do any work for pay in the past 12 months? Yes 1 37/ How many weeks did this person work in past 12 months. 38-39/ No, last work was over a year ago 2 No, never worked 3

10. For the person's current (or most recent) job or work for pay, complete the following:
Currently holding this job? Yes 1 40/ No 2 Job ended MO. 41-42/ YR. 43-44/ Usual hours per week: 45-46/

6. In what language is this person most comfortable carrying on a conversation? 28-32/

7. Ethnic Group (Circle one):
White, non-Hispanic 1 American Indian or Alaskan Native 4
Black, non-Hispanic 2 Asian or Pacific Islander 5
Hispanic 3 33/

EMPLOYMENT HISTORY

8. Did this person do any work for pay last week? Yes 1 34/ How many hours? 35-36/ No, but had a job 2 No, but was looking for work during last 4 weeks 3 No, did not look during last 4 weeks 4

COMPLETE ONLY IF THERE IS A SECOND MANDATORY PARTICIPANT OR VOLUNTEER.

CARD 13 13-14/13

1. Last Name First Name/Middle Initial 15-44 Maiden Name (if different) 45-59

2. Roster No. for Person 2: 60-61/

3. List any nicknames None 62-79/ 1 80/

CARD 14
13-14/14

4. Social Security Number 15-17/ 18-19/ 20-23/

5. What was the highest grade of school this person completed?
Less than 12 grades 1 Some college 4
High school graduate 2 College graduate 5
GED 3 24/

5a. Other than high school did this person receive any vocational/technical training? Yes 1 40/ No 2 25/

9. Did this person have a job or do any work for pay in the past 12 months? Yes 1 37/ How many weeks did this person work in past 12 months 38-39/ No, last work was over a year ago 2 No, never worked 3

10. For the person's current (or most recent) job or work for pay, complete the following:
Currently holding this job? Yes 1 40/ No 2 Job ended MO. 41-42/ YR. 43-44/ Usual hours per week: 45-46/

6. In what language is this person most comfortable carrying on a conversation? 28-32/

7. Ethnic Group (Circle one):
White, non-Hispanic 1 American Indian or Alaskan Native 4
Black, non-Hispanic 2 Asian or Pacific Islander 5
Hispanic 3 33/

EMPLOYMENT HISTORY

8. Did this person do any work for pay last week? Yes 1 34/ How many hours? 35-36/ No, but had a job 2 No, but was looking for work during last 4 weeks 3 No, did not look during last 4 weeks 4

IF THERE ARE MORE THAN 2 MANDATORY PARTICIPANTS OR VOLUNTEERS ATTACH SUPPLEMENT.

NUMBER OF SUPPLEMENTAL FORMS ATTACHED: 55/

FOR LOCAL OFFICE USE ONLY

I.D. Code

State

Local Agency

Research Status

T...1 C...2

11-12/DVP

13-14/19

Food Stamp Employment
and
Training Program
**SUPPLEMENTAL HOUSEHOLD
INFORMATION FORM**

FSP Staff Name _____

Date of Random

Assignment

1. HOUSEHOLD ROSTER Print the First, Middle Initial and Last name of all members in the food stamp household.	2. RELATIONSHIP TO APPLICANT 02 = son 07 = other relative 03 = daughter 08 = unrelated 04 = spouse adult 05 = father 09 = information 06 = mother cannot be obtained	3. SEX ENTER: 1 = Male 2 = Female	4. AGE LAST BIRTHDAY (If less than one year, enter 0).	5. MARITAL STATUS 1 = Married 2 = Divorced, Widowed or Separated 3 = Never Married	6. EXEMPTION STATUS 1 = Exempt 2 = Mandatory Participant	7. VOLUNTEER STATUS 1 = Volunteer for ETP 2 = Nonvolunteer
9.	15-16/	17/	18-19/	20/	21/	22/
10.	23-24/	25/	26-27/	28/	29/	30/
11.	31-32/	33/	34-35/	36/	37/	38/
12.	39-40/	41/	42-43/	44/	45/	46/
13.	47-48/	49/	50-51/	52/	53/	54/
14.	55-56/	57/	58-59/	60/	61/	62/
15.	63-64/	65/	66-67/	68/	69/	70/
16.	71-72/	73/	74-75/	76/	77/	78/

FOR LOCAL
OFFICE
USE ONLY

I.D. Code
State Local Agency 1-18/
Research Status
T...1 C...2 13-14/18

Food Stamp Employment
and
Training Program

SUPPLEMENTAL BASELINE INFORMATION FORM

FSP Staff Name Date of Random
Assignment

(COMPLETE THE ABOVE INFORMATION AS IT APPEARS IN THE "FOR LOCAL OFFICE USE ONLY" BOX LOCATED ON SIDE ONE OF FIRST BASELINE INFORMATION FORM.)

COMPLETE THE FOLLOWING INFORMATION FOR EACH MANDATORY PARTICIPANT OR
VOLUNTEER ASSIGNED TO PARTICIPATE IN THE EMPLOYMENT AND TRAINING STUDY

1. Last Name First Name/Middle Initial 15-44/ Maiden Name (if different) 45-59/

2. Roster No: 60-61/

3. List any nicknames None... 1 62-70/

CARD 16
13-14/18

4. Social Security Number
15-17/ 18-19/ 20-23/

5. What was the highest grade of school this person completed?
Less than 12 grades... 1 Some college... 4
High school graduate... 2 College graduate... 5
GED... 3 24/

5a. Other than high school did this person receive any vocational/technical training? Yes... 1 40/ No... 2 25/
Job ended MO. 41-42/ YR. 43-44/

Usual hours per week: 45-46/

6. In what language is this person most comfortable carrying on a conversation? 26-32/

7. Ethnic Group (Circle one):
White, non-Hispanic... 1 American Indian or Alaskan Native... 4
Black, non-Hispanic... 2 Asian or Pacific Islander... 5
Hispanic... 3 33/

EMPLOYMENT HISTORY

8. Did this person do any work for pay last week?
Yes... 1 34/ How many hours? 35-36/
No, but had a job... 2
No, but was looking for work during last 4 weeks... 3
No, did not look during last 4 weeks... 4

COMPLETE ONLY IF THERE ARE ADDITIONAL MANDATORY PARTICIPANTS OR VOLUNTEERS.

CARD 17 13-14/17

1. Last Name First Name/Middle Initial 15-44/ Maiden Name (if different) 45-59/

2. Roster No: 60-61/

3. List any nicknames None... 1 62-70/

CARD 18
13-14/18

4. Social Security Number
15-17/ 18-19/ 20-23/

5. What was the highest grade of school this person completed?
Less than 12 grades... 1 Some college... 4
High school graduate... 2 College graduate... 5
GED... 3 24/

5a. Other than high school did this person receive any vocational/technical training? Yes... 1 40/ No... 2 25/
Job ended MO. 41-42/ YR. 43-44/

Usual hours per week: 45-46/

6. In what language is this person most comfortable carrying on a conversation? 26-32/

7. Ethnic Group (Circle one):
White, non-Hispanic... 1 American Indian or Alaskan Native... 4
Black, non-Hispanic... 2 Asian or Pacific Islander... 5
Hispanic... 3 33/

EMPLOYMENT HISTORY

8. Did this person do any work for pay last week?
Yes... 1 34/ How many hours? 35-36/
No, but had a job... 2
No, but was looking for work during last 4 weeks... 3
No, did not look during last 4 weeks... 4

TO BE READ TO CONTROL GROUP MEMBERS ONLY

Explanation of Participation:

EVALUATION OF THE FOOD STAMP
EMPLOYMENT AND TRAINING PROGRAM

I understand that (Name of local food stamp site) is participating in an important research Study that will help to determine how effective the new Food Stamp Employment and Training Program is in providing employment assistance to Food Stamp recipients. This Study is authorized by Congress and is sponsored by the Food and Nutrition Service of the U.S. Department of Agriculture. I voluntarily agree to participate in this Study and have had the following things explained to me:

1. If I am determined to be eligible for Food Stamp benefits I will not be receiving Food Stamp Employment and Training Program services for the next 12 months. This is because as part of the Study, I have been assigned to be in what is known as a control group.

2. My participation in this Study will not affect my eligibility for Food Stamp benefits.

Date: _____

Signed: _____

Name: _____
(Please Print)

Address: _____

Telephone () _____

Food Stamp Program Staff: _____ (signature)

Tracking Log

STUDY PARTICIPANT TRACKING LOG

Name of Study Site: _____

Name of Local Coordinator: _____

Study ID Code (1-5/)	Applicant's Name	Applicant's SSN (6-14/)	Study Status ¹ (circle one, 15/) 1 = T 2 = C	Date of Random Assign.	Case Number (16-25)	Work Registrant's Name	Roster Number	Work Registrant's Social Security Number (26-79/6x9)	Eligible for FS? (circle one, 80/) 1 = yes 2 = no
05041			1 = T 2 = C						1 = yes 2 = no
05042			1 = T 2 = C						1 = yes 2 = no
05043			1 = T 2 = C						1 = yes 2 = no
05044			1 = T 2 = C						1 = yes 2 = no

T = Treatment Group; C = Control Group

35
74-37

Initial Site Visit Checklist

INITIAL SITE VISIT CHECKLIST

Study Site _____

State _____

Date of Initial Visit _____

Name of Abt Staff Person _____

Contact Person _____

Attendees at Meeting:

NameTitle

1. _____

2. _____

3. _____

4. _____

5. _____



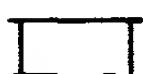
Certification/Recertification Information

- Where are FS clients, Public Assistance clients/General Assistance clients certified and recertified (i.e., Public Assistance unit, Non-Public Assistance unit, intake unit, on-going unit, etc.)?
- Number of FS clients in each unit.
- Number of caseworkers in each unit that process FS clients.
- What is the physical/administrative organization of units (i.e., are units in separate buildings, spread across multiple floors, etc.)?
- What is the denial rate of FS applications?



Identification of work registrants for the FSETP

- Who identifies work registrants?
- At what point in the certification/recertification process?
- Are any forms completed for work registrants in the certification/recertification unit? (Obtain a copy of any form which is used.)
- Is work registrant information maintained in an automated information system?



Volunteer participation

- Are volunteers allowed to participate in FSETP?
- How are volunteers referred to FSETP?



Communications between certification/recertification unit and the Employment and Training/FSETP unit.

- How are mandatory participants and volunteers identified by the E & T/FSETP unit?



Organization structure of the FSETP

- Is the E & T unit organized exclusively for FSETP participants or is it part of a comprehensive employment unit?
- How are FSETP clients distinguished from other employment and training program participants?
- How many E & T staff persons work with FSETP clients?



Notification of FSETP requirements

- How are mandatory FSETP participants informed of their FSETP requirement?
- Who initiates contact with participants?
- By what means (mail, phone call) is this contact made?
- What is the time period between FS certification/recertification and contact by the E & T unit notifying FSETP participants of their work and training obligations?



Nonresponse to initial FSETP contact

- What is the rate of nonresponse/"no-show" to initial contact?
- What are the follow-up procedures for this initial nonresponse?



Initial contact with mandatory FSETP participants

- What occurs?
- In group setting or individual contact?
- Are clients assessed/reassessed to determine if they are "temporarily excused" or job ready?
- Does initial contact determine component assignment?



Participant movement through FSETP

- What components are offered?
- How is component assignment determined (i.e., based on individual characteristics)?
- Do all participants move through components in the same sequence?
- What is the time period for participation in each service component of the FSETP?
- What is the maximum duration of FSETP participation?
- Is participation between components staggered?



Monitoring of FSETP participants

- Who monitors participant's progress in the FSETP?
- Do participants visit/call-in the E & T office at regular intervals?
- Are individual E & T case files maintained?
- Are monitoring records maintained? (Obtain copy of monitoring form used.)

☐ Noncompliance with FSETP regulations

- When is a FSETP participant sanctioned for noncompliance?
- Who begins the sanctioning process?
- Do the E & T workers and EWs communicate regarding the sanctioning process?
- Are E & T workers informed of the outcome of the sanctioning process?
- Who is primarily responsible for sanctioning clients?

☐ FSETP data

- Date the FSETP program began.
- Number of participants for (the most recent month available).
- Number of FSETP volunteers for (the most recent month available).
- Does this data represent a typical month?

☐ Implementing the Evaluation

- Random assignment - who will be the local coordinator?
- Will the local coordinator be accessible to all caseworkers?
- Who will serve as a back-up to the local coordinator?
- How will CPHF be transferred to the FSETP unit?
- How long should CPHF remain in the case folder?

☐ Second site visit contact

- Who will serve as contact at the local agency for the second site visit?

Program Operations Inventory

Food Stamp Employment and Training Program

ID# 1-5/State
Local
Agency

PROGRAM OPERATIONS INVENTORY

Batch # 6-7/
Card # 8-9/01STATE PLAN INFORMATION

(To be filled out based on information available from the FY88 state plan before being given to Abt field staff.)

SECTION 1: BACKGROUND INFORMATION1. State Code State Name _____
FNS Region _____
State Department _____
Name of Agency within
the Department _____2. Estimated Participant
Flow in FY88

10-15/

3. Percentage of State
Participants Who Will
Be Volunteers in FY88

16-17/

4. Estimated E and T
Program Cost
in FY88

18-25/

EXCEPTION CRITERIA5. Categorical

Yes []-1 No []-2 26/

30-day option []-1 27/

Other (Describe) []-6 28/

29-30/

31-32/

6. Individual

Yes []-1 No []-2 33/

Child care []-1 34/

Transportation []-2 35/

Temporary health

Problems []-3 36/

Other (Describe) []-6 37/

38-39/

40-41/

7. REIMBURSEMENT OF PARTICIPANT EXPENSES

Actual expenses []-1 42/

Average rate []-2

8. PROVISION OF SUPPORTIVE SERVICES

Child care []-1 43/

Transportation []-2 44/

Other (Describe) []-6 45/

46/

LOCAL OPERATIONS INFORMATION

(To be filled out by Abt field staff during initial site visit based on description of actual local operations).

SECTION 1: BACKGROUND INFORMATION1. Local Agency Code Location Name _____
Name of Local Site _____

1a. Date FSETP Began

Mo Day Year

47-48 49-50 51-522. Actual Number of E and T
Program Entrants in month
to be specified

53-57/

2b. Estimated Number of E and T
Program Entrants for month
to be specified

58-62/

3. Percentage of E and T
Participants Who Are Volunteers
in month to be specified

63-64/

4. E and T Program Cost in
month to be specified

65-70

EXCEPTION CRITERIA5. Categorical

Yes []-1 No []-2 71/

30-day option []-1 72/

Other (Describe) []-6 73/

74-75/

76-77/

6. Individual

CARD 2:8-9/02

Yes []-1 No []-2 10/

Child care []-1 11/

Transportation []-2 12/

Temporary health

Problems []-3 13/

Other (Describe) []-6 14/

15-16/

17-18/

7. REIMBURSEMENT OF PARTICIPANT EXPENSES

Actual expense []-1 19/

Average rate []-2

8. PROVISION OF SUPPORTIVE SERVICES

Child care []-1 20/

Transportation []-2 21/

Other (Describe) []-6 22/

23/

STATE PLAN INFORMATION

CARD 2

LOCAL OPERATIONS INFORMATION

9. INTEGRATION/COORDINATION

Is the E and T Program integrated and/or coordinated with other programs?

integrated = The local Food Stamp site operates the Food Stamp E and T Program jointly with, contracts with, or pays another agency to provide services for E and T Program participants.

coordinated = The Food Stamp E and T Program is a separate and distinct program but has sought to enlist the cooperation of other programs through informal or formal cooperative agreements.

Check one:

integrated [1-1 coordinated [1-2 both [1-3
neither [1-6 cannot be [1-8 24/
determine

Identify the agency(ies) that the FSETP is integrated and/or coordinated with:

WIN/WIN demo.....[1-1 25/
JTPA.....[1-2 26/
GA.....[1-3 27/
Education agency.....[1-4 28/
(Describe) _____ 29-30/
_____ 31-32/
Dept. of Employment Services.....[1-1 33/
Community Based Organization.....[1-2 34/
Private Contractor.....[1-3 35/
Other.....[1-4 36/
(Describe) _____ 37/

List the names, addresses and phone numbers of all service providers other than the local Food Stamp Site.

Name _____
Address _____
Phone No. _____

Name _____
Address _____
Phone No. _____

Name _____
Address _____
Phone No. _____

Name _____
Address _____
Phone No. _____

CARD 8

STATE PLAN INFORMATION

LOCAL OPERATIONS INFORMATION

CARD 8: 2-9/08

SELECTED FEATURES OF MODELS (check if present)

10. Fixed Sequence of Components []-1 10/
11. Assessment Determines Component []-2 11/
Assignment
12. Participant Choice of Component []-3 12/

13. TYPE OF MANDATORY PARTICIPANT SERVED

- | | FS/PA | | | |
|--------------------------|---------|-------|-------|-----|
| | FS only | only | Both | |
| Applicants only | []-1 | []-2 | []-3 | 13/ |
| On-going recipients only | []-1 | []-2 | []-3 | 14/ |
| Both | []-1 | []-2 | []-3 | 15/ |

- 13a. Does the Food Stamp E and T Program only serve participants who are determined to be job ready?
Yes []-1 No []-2 16/

14. Are volunteers allowed to participate in Food Stamp E and T?
Yes []-1 No []-2 17/

15. BRIEF DIAGRAM/NARRATIVE of Model expected to be operating in the local agency.

Examples:

Ex 1 Job Search → Job Search Training
Individual job search followed by Job Search Training for all persons not successful in finding a job.

Ex 2 Assessment → Job Search
 → Job Search Training
 → Workfare
 → Referral to JTPA

Individual assessment to determine whether the person is job ready (Job Search), needs minimum training to find a job (Job Search Training), or needs more intensive services.

SELECTED FEATURES OF MODELS (check if present)

10. Fixed Sequence of Components []-1 18/
11. Assessment Determines Component []-2 19/
Assignment
12. Participant Choice of Component []-3 20/

13. TYPE OF MANDATORY PARTICIPANT SERVED

- | | FS/PA | | | |
|--------------------------|---------|-------|-------|-----|
| | FS only | only | Both | |
| Applicants only | []-1 | []-2 | []-3 | 21/ |
| On-going recipients only | []-1 | []-2 | []-3 | 22/ |
| Both | []-1 | []-2 | []-3 | 23/ |

- 13a. Does the Food Stamp E and T Program only serve participants who are determined to be job ready?
Yes []-1 No []-2 24/

14. Are volunteers allowed to participate in Food Stamp E and T?
Yes []-1 No []-2 25/

15. BRIEF DIAGRAM/NARRATIVE of each Model found to be operating in the local agency.

Examples:

Ex 1 Job Search → Job Search Training
Individual job search followed by Job Search Training for all persons not successful in finding a job.

Ex 2 Assessment → Job Search
 → Job Search Training
 → Workfare
 → Referral to JTPA

Individual assessment to determine whether the person is job ready (Job Search), needs minimum training to find a job (Job Search Training), or needs more intensive services.

CARD 8

STATE PLAN INFORMATION		LOCAL OPERATIONS INFORMATION					
16. Local Diversity Expected	[] 1-1	26/					
17. Geographic Scope							
Statewide	[] 1-1	27/					
Number of Counties (if not Statewide)	<table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td style="width: 20px; height: 15px;"></td> <td style="width: 20px; height: 15px;"></td> <td style="width: 20px; height: 15px;"></td> <td style="width: 20px; height: 15px;"></td> </tr> </table>					28-30/	
List Names of Counties Below:							

16. LEVEL OF SERVICE

To what degree were the services described as operating in the local site available to FS recipients prior to the Food Stamp E and T Program? (Check all that apply)

	Same Service as Food Stamp E and T Program	Food Stamp E and T Service is New	Prior Service is No Longer Available in Food Stamp E and T Program	Food Stamp E and T Service is More Extensive	Food Stamp E and T Service is Less Extensive	Same Agency Admin- isters	Different Agency Admin- isters
Job Search	[] 1-1	[] 1-2	[] 1-3 31/	[] 1-1	[] 1-2 32/	[] 1-1	[] 1-2 33/
Job Search Training	[] 1-1	[] 1-2	[] 1-3 34/	[] 1-1	[] 1-2 35/	[] 1-1	[] 1-2 36/
Workfare	[] 1-1	[] 1-2	[] 1-3 37/	[] 1-1	[] 1-2 38/	[] 1-1	[] 1-2 39/
Work Experience	[] 1-1	[] 1-2	[] 1-3 40/	[] 1-1	[] 1-2 41/	[] 1-1	[] 1-2 42/
Education (ABE or Basic)	[] 1-1	[] 1-2	[] 1-3 43/	[] 1-1	[] 1-2 44/	[] 1-1	[] 1-2 45/
Education (ESL)	[] 1-1	[] 1-2	[] 1-3 46/	[] 1-1	[] 1-2 47/	[] 1-1	[] 1-2 48/
Education (GED)	[] 1-1	[] 1-2	[] 1-3 49/	[] 1-1	[] 1-2 50/	[] 1-1	[] 1-2 51/
Education (Other)	[] 1-1	[] 1-2	[] 1-3 52/	[] 1-1	[] 1-2 53/	[] 1-1	[] 1-2 54/
VOC Training	[] 1-1	[] 1-2	[] 1-3 55/	[] 1-1	[] 1-2 56/	[] 1-1	[] 1-2 57/
Umbrella Component	[] 1-1	[] 1-2	[] 1-3 58/	[] 1-1	[] 1-2 59/	[] 1-1	[] 1-2 60/
Other	[] 1-1	[] 1-2	[] 1-3 61/	[] 1-1	[] 1-2 62/	[] 1-1	[] 1-2 63/

Explain: _____

CARD 8-9

STATE PLAN INFORMATION

LOCAL OPERATIONS INFORMATION

SECTION III: ADDITIONAL DESCRIPTION OF COMPONENTS
(Primary Model Only)1. Individual Job SearchNumber of Employer Contacts Required
64-65/Number of Hours (Level of Effort)
66-68/Number of Weeks Encompassed (Duration)
69-70/Number of Agency Reporting Visits Required
71-72/2. Job Search Training

CARD 9: 8-9/09

Number of Hours
10-12/Number of Days Encompassed
13-15/Number of Weeks Encompassed
16-17/

SECTION III: ADDITIONAL DESCRIPTION OF COMPONENTS

1. Individual Job SearchNumber of Employer Contacts Required
18-19/Number of Hours (Level of Effort)
20-22/Number of Weeks Encompassed (Duration)
23-24/Number of Agency Reporting Visits Required
25-26/2. Job Search TrainingNumber of Hours
27-29/Number of Days Encompassed
30-32/Number of Weeks Encompassed
33-34/3. WorkfareNumber of Positions developed
35-39/Number of Days Encompassed
40-42/4. Work ExperienceNumber of position developed
43-47/Number of Days Encompassed
48-50/5. Education (ABE or BASIC ED)Number of Hours
51-54/Number of Days Encompassed
55-58/6. Education (ESL)Number of Hours
59-62/Number of Days Encompassed
63-65/7. Education (GED)Number of Hours
66-69/Number of Days Encompassed
70-72/8. Education (Other)Number of Hours
73-76/Number of Days Encompassed
77-79/

CARD 10

STATE PLAN INFORMATION

LOCAL OPERATIONS INFORMATION

CARD 10 8-9/10

SECTION III: ADDITIONAL DESCRIPTION OF COMPONENTS
(Primary Model Only)

SECTION III: ADDITIONAL DESCRIPTION OF COMPONENTS

9. Voc. Training

Number of Hours 10-13/

Number of Days Encompassed 14-16/

Describe Nature of training:

classroom training ()-1 17/

on-the-job training ()-2 18/

10. Other

Describe: _____

Number of Hours 19-22/

Number of Days Encompassed 23-25/

CARDS 10-11

STATE PLAN INFORMATION

FISCAL YEAR 1988 PLANNING LEVELS

Average Monthly FS recipients	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 26-33/										
Estimated number of work registrants	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 34-41/										
Estimated number of E & T participants	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 42-49/										
Estimated number of voluntary E & T participants	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 50-57/										
Total E & T Program Costs	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 58-65/										
E & T 100% grant funds	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 66-73/										
CARD 11: 8-9/11											
Funds exceeding grant, at 50-50 rate	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 10-17/										
Total participant reimbursement funds	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 18-25/										
Participant reimbursement funds at 50-50 rate	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 26-33/										
Participant reimbursement funds, 100% State (> \$25)	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 34-41/										
Workfare Section 20, 50-50 rate	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 42-49/										
Enhanced Workfare, 100% Federal	<table><tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr></table> 50-57/										

74-52/

INSTRUCTIONS

SECTION II CODES

Place a 1 in the first column for each component that is offered.
If available, record the number of participants expected to be served by
each component each month.
Record the appropriate operating agency code(s) for each component.

- 01 = Local Food Stamp Site
- 02 = Department of Employment Service
- 03 = WIN or WIN Demo
- 04 = JTPA
- 05 = Education agency
- 06 = Community based organization
- 07 = Private contractor
- 08 = Other
- 09 = Unknown

Client Participation History Form

First Wave Followup Survey

OMB #:
Expires:

U.S. Department of Agriculture
Food and Nutrition Service

EVALUATION OF FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

FIRST FOLLOWUP INTERVIEW

INTRODUCTION:

Hello, I'm (YOUR NAME) of Westat, a private research company. We are doing a survey for the U.S. Department of Agriculture. I'd like to speak with (NAME) please.

The survey is being conducted to obtain information about people's experiences with the services provided by the Food Stamp Program. It is also concerned with people's work-related experiences and their efforts to find work.

While your participation in this study is voluntary, your help and cooperation will enable the Department of Agriculture to improve programs which assist people who receive food stamps.

Before we begin, I want to assure you that your answers and all information that would permit identification of you and your family will be kept confidential in accordance with the Privacy Act of 1974. Any government benefits you may receive will not be affected in any way by your participation in the interview.

CASE ID #: |__|__|__|__|__|

DATE INTERVIEW CONDUCTED: |_____| |_____| |_____|
MONTH DAY YEAR

INTERVIEWER'S NAME: _____ ID #: _____

TIME BEGAN: |__|__|:|__|__| AM
PM

START OF INTERVIEW:

To begin the interview, I would like to ask you a few questions about the people in your household.

OPEN ASSIGNMENT FOLDER AND ASK QUESTIONS IN SECTION A – HOUSEHOLD COMPOSITION.

SECTION B – LABOR FORCE ACTIVITIES

The next questions are about your work experiences since (BASELINE DATE). In answering the questions, please include any full or part-time jobs which have lasted one week or more, including any self-employed jobs. Also include any work in a family business or farm whether paid or unpaid. Don't include any workfare or work experience jobs you may have been assigned to in order to keep receiving food stamps or other government benefits.

- FOLD OUT EMPLOYMENT CHART. BEFORE CONTINUING, WRITE IN NAMES OF MONTHS STARTING WITH BASELINE MONTH AND ENDING WITH MONTH OF INTERVIEW. WRITE IN BASELINE DATE AND INTERVIEW DATE. DRAW HORIZONTAL ARROW TO BASELINE DATE AND TO INTERVIEW DATE.

B-1.	INTERVIEWER CHECK ASSIGNMENT FOLDER: DID RESPONDENT HAVE A JOB RECORDED AT BASELINE?
	YES 1
	NO 2 (B-7)

- B-2. According to information we received from the food stamp office, you had a job around the (WEEK) of (MONTH). (SEE ASSIGNMENT FOLDER FOR WEEK AND MONTH). SHOW CALENDAR.

Is that correct?

YES, HAD JOB 1
NO, DIDN'T HAVE JOB 2 (B-7)

- B-3. Are you still working at that job? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1 (B-5)
NO 2

- B-4. When did you leave that job?

- RECORD END DATE OF JOB ON EMPLOYMENT CHART.
 - DRAW HORIZONTAL LINE FROM BASELINE DATE TO END DATE OF JOB.
 - DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.
- } (B-6)

B-5.	INTERVIEWER:
	▪ DRAW HORIZONTAL LINE ON EMPLOYMENT CHART FROM BASELINE DATE TO INTERVIEW DATE.
	▪ DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.

B-6. What (was/is) the name of the company or employer you (work for/worked for then)?

- WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE: DATE EMPLOYER DATE

 |-----|

B-7. From (BASELINE DATE) until now, did you have any (other) paid jobs lasting for a week or more, either full-time or part-time? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1
NO 2 (B-11)

B-8. When did you begin working on (that job/the next job) you had?

B-9. When did you leave?

B-10. What (was/is) your employer's name?

- RECORD JOB ON EMPLOYMENT CHART BY DRAWING HORIZONTAL LINE FROM START DATE TO END DATE OR TO DATE OF INTERVIEW. BE SURE TO RECORD EMPLOYER'S NAME AND DRAW VERTICAL LINES AT BEGINNING AND ENDING DATES.
- IF PARTICIPANT WAS WORKING AT MORE THAN ONE JOB AT THE SAME TIME, DRAW AN ADDITIONAL LINE BENEATH AND PARALLEL TO THE FIRST, ON THE EMPLOYMENT CHART, SO THAT THE CHART SHOWS EVERY JOB WORKED DURING THE ENTIRE PERIOD.
- CONTINUE ASKING "Any other jobs during this period?" AND QUESTIONS B-8 - B-10 UNTIL THE RESPONSE TO THE QUESTION, "Any other jobs during this period?" IS "no."

B-11.	INTERVIEWER CHECK: ARE ANY JOBS RECORDED ON EMPLOYMENT CHART?	
		YES 1
		NO 2 (B-31, p. 8)

		CURRENT OR MOST RECENT JOB:		0	1
B-12.	<ul style="list-style-type: none"> RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE SUPPLEMENT BOOKLET IF MORE THAN 3 JOBS. IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?" ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT OR MOST RECENT JOB IN THE SECOND COLUMN. RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-13. ASK QUESTIONS B-13 - B-25 (B-13 - B-30 FOR 1ST COL.) FOR EACH JOB BEFORE GOING TO NEXT. 	FROM:	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>	MONTH	DAY YEAR
		TO:	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>	MONTH	DAY YEAR
B-13.	Now I would like to ask you some questions about your job at (EMPLOYER):	<div style="border-bottom: 1px solid black; width: 100%;"></div>			
		EMPLOYER'S NAME			
B-14.	(Are you/Were you) paid by the hour on this job? IF FAMILY OWNED BUSINESS OR FARM (B-13) PROBE FOR WHETHER UNPAID.	YES	1		
		NO	2	(B-20)	
		NO, UNPAID FAMILY MEMBER	3	(B-26)	
B-15.	Between (START/BASELINE DATE) and (END DATE/now), how many hours per week (do you/did you) usually work on this job, not counting overtime hours?	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>			
		# HOURS PER WEEK			
B-16.	What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/BASELINE DATE) to (END DATE/now)?	\$	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>	.	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div> <div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>
		PER HOUR			
		DON'T KNOW 9998			
B-17.	(Do you/Did you) work any overtime hours on that job?	YES	1		
		NO	2	(B-24)	
B-18.	Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?	<div style="border-bottom: 1px solid black; width: 100px; display: inline-block;"></div>			
		# HOURS PER WEEK			

SECOND MOST RECENT JOB:

0 2

THIRD MOST RECENT JOB:

0 3

FROM:
MONTH DAY YEARTO:
MONTH DAY YEARFROM:
MONTH DAY YEARTO:
MONTH DAY YEAR

EMPLOYER'S NAME

EMPLOYER'S NAME

YES 1
NO 2 (B-20)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-32)YES 1
NO 2 (B-20)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-32)
HOURS PER WEEK
HOURS PER WEEK\$. PER HOUR

DON'T KNOW 9998

\$. PER HOUR

DON'T KNOW 9998

YES 1
NO 2 (B-24)YES 1
NO 2 (B-24)
HOURS PER WEEK
HOURS PER WEEK

		CURRENT OR MOST RECENT JOB:		0	1
B-19.	How were you paid for overtime work?	STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) _____ _____			
B-20.	How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) _____			
B-21.	Between (START/BASELINE DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <input type="text"/> DAYS PER WEEK (B-23) </div>			
B-22.	Altogether, what was the total amount you earned before deductions on that job between (START/BASELINE DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> TOTAL AMOUNT (B-26) </div>			
B-23.	Between (START/BASELINE DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER PAY PERIOD </div>			
B-24.	(Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (B-26)			
B-25.	On average, how much (do you/did you) receive in tips and bonuses between (START/BASELINE DATE) and (END DATE/now)?	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 </div>			
B-26.	What kind of business or industry (is this/was that)? EXAMPLE: SHOE STORE, DAIRY FARM, CAR WASH, PRIVATE FAMILY PROBE: What do they make or do?	_____ _____ _____ _____ <input type="text"/> <input type="text"/> <input type="text"/>			

<p>SECOND MOST RECENT JOB: 0 2</p> <hr/> <p>STRAIGHT TIME 1 (B-24)</p> <p>TIME AND ONE-HALF 2 (B-24)</p> <p>DOUBLE TIME 3 (B-24)</p> <p>OTHER: SPECIFY 4 (B-24)</p> <p>_____</p> <p>_____</p>	<p>THIRD MOST RECENT JOB: 0 3</p> <hr/> <p>STRAIGHT TIME 1 (B-24)</p> <p>TIME AND ONE-HALF 2 (B-24)</p> <p>DOUBLE TIME 3 (B-24)</p> <p>OTHER: SPECIFY 4 (B-24)</p> <p>_____</p> <p>_____</p>
<p>END OF EACH DAY 01</p> <p>ONCE A WEEK 02 (B-23)</p> <p>ONCE EVERY TWO WEEKS 03 (B-23)</p> <p>TWICE A MONTH 04 (B-23)</p> <p>ONCE A MONTH 05 (B-23)</p> <p>OTHER (SPECIFY) 06 (B-22)</p> <p>_____</p>	<p>END OF EACH DAY 01</p> <p>ONCE A WEEK 02 (B-23)</p> <p>ONCE EVERY TWO WEEKS 03 (B-23)</p> <p>TWICE A MONTH 04 (B-23)</p> <p>ONCE A MONTH 05 (B-23)</p> <p>OTHER (SPECIFY) 06 (B-22)</p> <p>_____</p>
<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> <p>DAYS PER WEEK (B-23)</p>	<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> <p>DAYS PER WEEK (B-23)</p>
<p>\$, </p> <p>TOTAL AMOUNT (NEXT JOB OR B-32)</p>	<p>\$, </p> <p>TOTAL AMOUNT (NEXT JOB OR B-32)</p>
<p>\$, </p> <p>PER PAY PERIOD</p>	<p>\$, </p> <p>PER PAY PERIOD</p>
<p>YES 1</p> <p>NO 2 (NEXT JOB OR B-32)</p>	<p>YES 1</p> <p>NO 2 (NEXT JOB OR B-32)</p>
<p>\$, (NEXT JOB OR B-32)</p> <p>PER WEEK 1</p> <p>PER MONTH 2</p> <p>TOTAL AMOUNT 3</p>	<p>\$, (NEXT JOB OR B-32)</p> <p>PER WEEK 1</p> <p>PER MONTH 2</p> <p>TOTAL AMOUNT 3</p>

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		CURRENT OR MOST RECENT JOB: 0 1	
B-27.	<p>What kind of work (<i>were you/are you</i>) doing?</p> <p>EXAMPLE: STOCK CLERK, FARMER, TYPIST, BABY SITTER</p> <p>PROBE FOR CLEAR AND DESCRIPTIVE JOB TITLE.</p>	<p>_____</p> <p>_____</p> <p>_____</p> <p>_____ </p>	
B-28.	<p>What were your most important activities or duties?</p> <p>WE WANT JOB DESCRIPTION</p> <p>PROBE FOR VERBS AND NOUNS THAT DESCRIBE ACTIVITIES. EX: MAKES PIZZAS, CLEANS UP TABLES, ORDERS SUPPLIES.</p>	<p>_____</p> <p>_____</p> <p>_____</p> <p>_____ </p>	
B-29.	<p>Now I have some questions about extra expenses you may have (had) in order to work on this job. (Do/Did) you have to buy any special things such as tools, uniforms, or anything else especially for that job? (SPECIFY):</p> <p>_____</p> <p>_____</p>	<p>How much did you have to pay for those things altogether?</p> <p>YES 1 —> \$. </p> <p>NO 2</p>	
B30.	<p>In order to work on this job (do/did) you have extra expenses for:</p> <p>a. Transportation costs, such as gas money, bus or train fare?</p> <p>b. Daycare or baby sitting costs?</p> <p>c. Any other expenses (SPECIFY)?</p> <p>_____</p> <p>_____</p>	<p>How much (do/did) you usually have to pay per week for the additional (EXPENSE)?</p> <p>YES 1 —> \$. </p> <p>NO 2</p> <p>YES 1 —> \$. </p> <p>NO 2</p> <p>YES 1 —> \$. </p> <p>NO 2</p>	
B-31.	<p>(Do/Did) you have any health insurance at this job?</p>	<p>YES 1 NEXT JOB</p> <p>NO 2 OR B-32.</p>	

B-32. Since (BASELINE DATE) did you earn any money from odd jobs or any other activities that we haven't already talked about?

- YES 1
- NO 2 (B-34)

B-33. Altogether, how much did you earn from odd jobs or any other activities since (BASELINE DATE)?

IF NECESSARY, PROBE FOR ESTIMATE.

\$ [] , [] [] []

DON'T KNOW 9998

B-34. Now I would like to ask you about last week. What were you doing most of last week; working, keeping house, going to school or something else?

- WORKING 1 (B-36)
- WITH A JOB BUT NOT AT WORK 2
- LOOKING FOR WORK 3
- KEEPING HOUSE 4
- GOING TO SCHOOL 5
- UNABLE TO WORK 6 (SECTION C)
- RETIRED 7
- OTHER, SPECIFY 8

B-35. Did you do any work at all last week, not counting work around the house?

- YES 1
- NO 2 (B-38)

B-36. How many hours did you work last week at all jobs?

[] []
HOURS

B-37. Altogether, what was the total amount you earned last week before deductions?

\$ [] [] [] . [] []

B-38. INTERVIEWER CHECK: IN B-34:

ANSWER 1 OR 2 CIRCLED 1 (B-40)

ANSWER 3 CIRCLED 2 (B-41)

SOME OTHER ANSWER CIRCLED..... 3

B-39. Have you been looking for work during the past 4 weeks?

YES 1 (B-41)
NO 2

B-40. Now, between (BASELINE DATE) and now, did you spend any time looking for work?

YES 1
NO 2 (SECTION C)

B-41. Between (BASELINE DATE) and now, how many weeks did you look for work? (Your best estimate will be fine.) USING CALENDAR, COUNT # OF WEEKS FROM BASELINE AND SAY: Let's see. There were (# weeks) between (BASELINE DATE) and today.

NUMBER OF WEEKS

B-42. During those weeks when you looked for work, on average, how many hours per week did you spend looking for work? (Your best estimate will be fine.)

HOURS PER WEEK

SECTION C – EMPLOYMENT AND TRAINING PROGRAM PARTICIPATION

Now I would like to ask you some questions about your experience with the Food Stamp Program.

C-1. Since (BASELINE DATE), have you been denied food stamps or had your food stamps reduced or stopped?

YES 1
NO 2 (C-5)

C-2. And that happened after (BASELINE DATE) ... is that correct? SHOW CALENDAR.

YES 1 (C-3)
NO 2

C-2a. Well, have you been denied food stamps or had them reduced or stopped since (BASELINE DATE)? (IF IN DOUBT ABOUT ANSWER ASK: When was the last time your food stamps were cut off or reduced? CODE ANSWER ACCORDING TO WHETHER DATE WAS BEFORE OR AFTER BASELINE DATE. NOTE DATE GIVEN HERE: _____.)

YES, SINCE BASELINE 1
NO, BEFORE BASELINE 2 (C-5)

C-3. Why were your food stamps denied, reduced or stopped ... was it because you didn't obey the employment and training program rules, because your (household's) income was too high or was there some other reason?

DIDN'T OBEY PROGRAM RULES 1
INCOME TOO HIGH 2 (C-5)
OTHER: SPECIFY, 3 (C-5)

C-4. Which employment and training program rules didn't you comply with? (IF NECESSARY: Which ones resulted in your food stamps being denied, reduced or stopped?)

C-5. The next questions are about job search assistance or other employment and training services you may have received free of charge from any agency or program. Don't include any employment and training services you paid for.

Since (BASELINE DATE) did you receive from any such agency or program advice on:

a. How to look for a job, how to do well in job interviews or how to fill out job application forms?

YES 1
NO 2

b. Did you receive advice on what kind of work would be best for you to do?

YES 1
NO 2

c. Were you given a list of employers or job openings or referred to available jobs by an agency or program?

YES 1
NO 2

<p>C-6a. Since (BASELINE DATE), did you attend a job club?</p> <p>YES 1 ———></p> <p>NO 2 (C-7a)</p>	<p>C-6b. Are you still going to the job club?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-7a. Did you go to group meetings or classes to learn how to find a job?</p> <p>YES 1 ———></p> <p>NO 2 (C-8a)</p>	<p>C-7b. Are you still attending those group meetings or classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-8a. Since (BASELINE DATE), did you attend vocational or job training classes?</p> <p>YES 1 ———></p> <p>NO 2 (C-9a)</p>	<p>C-8b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-9a. Did you attend any basic education classes in reading, writing or English?</p> <p>YES 1 ———></p> <p>NO 2 (C-10a)</p>	<p>C-9b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-10a. Did you take any courses at a community college provided free as part of an employment or training program?</p> <p>YES 1 ———></p> <p>NO 2 (C-11a)</p>	<p>C-10b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-11a. Since (BASELINE DATE), did you attend classes to get a GED?</p> <p>YES 1 ———></p> <p>NO 2</p>	<p>C-11b. Are you still attending classes?</p> <p>YES 1</p> <p>NO 2</p>

<p>C-12. INTERVIEWER CHECK LEFT COLUMN ABOVE, C-6a - C-11a: ARE THERE <u>ANY</u> YES ANSWERS? (RESPONDENT ATTENDED AT LEAST ONE ACTIVITY).</p>	<p>YES 1</p> <p>NO 2 (C-28)</p>
--	---

<p>C-13. INTERVIEWER CHECK RIGHT COLUMN ABOVE, C-6b - C-11b: ARE THERE <u>ANY</u> YES ANSWERS? (RESPONDENT IS STILL ATTENDING AT LEAST ONE ACTIVITY).</p>	<p>YES 1 (C-15)</p> <p>NO 2</p>
---	---

C-21. Were you reimbursed or given money by an agency or program to help pay for any extra costs you might have in order to attend (that/these) employment and training class(es) or (activity/activities) since (BASELINE DATE)?

YES 1
NO 2 (C-28)

C-22. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-23)

C-22a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-24)

C-22b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY:			
.....			
.....			

C-23. How much did you receive?

\$ [] [] [] . [] [] (C-28)

EXPENSES

ASK C-24 - C-27 DOWN FOR EACH EXPENSE

	A. Transportation costs (such as gas money, bus or train fares)	B. Daycare or babysitting costs	C. Other extra expenses
C-24. Were you given money to help pay for (EXPENSE)?	YES 1 NO 2 (C-24B)	YES 1 NO 2 (C-24C)	YES 1 What were the extra costs? _____ _____ _____ NO 2 (C-28)
C-25. How often were you given money for (EXPENSE)?	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27A) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27B) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27C) (SPECIFY): _____ _____
C-26. How much did you receive (ANSWER IN C-25) for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ ASK C-24 - C-27 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ ASK C-24 - C-27 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ (C-28)
C-27. How much did you receive altogether for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-24 - C-27 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-24 - C-27 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT (C-28)

C-28. Since (BASELINE DATE), were you required by any program or agency to contact employers or go to companies or other places to try look for a job?

YES 1
NO 2 (C-46)

C-29. Were you required to contact employers or companies to look for a job by:

	<u>YES</u>	<u>NO</u>
the Food Stamp Program?	1	2
the Unemployment Insurance Program?	1	2
AFDC (Aid to Families with Dependent Children)?	1	2
some other <u>welfare</u> program or agency? (SPECIFY):	1	2
some other program or agency? (SPECIFY):	1	2

C-30. Did you contact employers or companies to fulfill the requirements of (that program/any of those programs)?

YES 1
NO 2 (C-46)

C-31. Are you still contacting employers or companies about getting a job as a requirement of (that program/any of those programs)?

YES 1 (C-33)
NO 2

C-32. When was the last time you went to employers or companies about getting a job? IF NECESSARY, PROBE FOR LAST WEEK PARTICIPANT CONTACTED EMPLOYERS.

_____|_____|_____
MONTH DAY YEAR

C-33. Altogether since (BASELINE DATE), how many weeks did you spend time contacting employers or companies to see about getting a job?

_____|_____|_____
WEEKS

C-34. In those weeks that you spent time contacting employers or companies, how many hours did you usually spend doing that?

_____|_____|_____
HOURS PER WEEK

C-39. Were you reimbursed or given money by an agency or program to help pay for any extra costs you might have in order to contact employers or companies about getting a job, since (BASELINE DATE)?

YES 1
NO 2 (C-46)

C-40. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-41)

C-40a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-42)

C-40b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY:			
.....			
.....			

C-41. How much did you receive?

\$ [] [] [] . [] [] (C-46)

EXPENSES

ASK C-42 - C-45 DOWN FOR EACH EXPENSE

	A. Transportation costs (such as gas money, bus or train fares)	B. Daycare or babysitting costs	C. Other extra expenses
C-42. Were you given money to help pay for (EXPENSE)?	YES 1 NO 2 (C-42B)	YES 1 NO 2 (C-42C)	YES 1 What were the extra costs? _____ _____ _____ NO 2 (C-46)
C-43. How often were you given money for (EXPENSE)?	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-45A) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-45B) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-45C) (SPECIFY): _____ _____
C-44. How much did you receive (ANSWER IN C-43) for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ ASK C-42 - C-45 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ ASK C-42 - C-45 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ (C-46)
C-45. How much did you receive altogether for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-42 - C-45 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-42 - C-45 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT (C-46)

C-46. Since (BASELINE DATE), were you ever assigned to a workfare or work experience job in order to keep your food stamps or other government benefits?

YES 1
NO 2 (SECTION D, p. 24)

C-47. Did you go to work on that job?

IF PARTICIPANT WAS ASSIGNED TO MORE THAN ONE JOB, RECORD YES IF HE/SHE WORKED ON ANY WORKFARE OR WORK EXPERIENCE JOB.

YES 1
NO 2 (SECTION D, p. 24)

C-48. Are you still working on that job?

APPLIES TO ANY WORKFARE OR WORK EXPERIENCE JOB.

YES 1 (C-50)
NO 2

C-49. When was the last time you worked on that job? IF NECESSARY, PROBE FOR LAST WEEK ON JOB. USE CALENDAR.

APPLIES TO ANY WORKFARE OR WORK EXPERIENCE JOB.

MONTH DAY YEAR

C-50. Altogether since (BASELINE DATE), how many weeks (have you worked/did you work) on that job? SHOW CALENDAR. IF NECESSARY, HELP RESPONDENT FIGURE TOTAL NUMBER OF WEEKS.

IF MORE THAN ONE WORKFARE OR WORK EXPERIENCE JOB, ASK Q. ABOUT TOTAL NUMBER OF WEEKS COVERED BY ALL WORKFARE JOBS.

WEEKS

C-51. And on average, how many hours a week (do you/did you) work on that job?

IF MORE THAN ONE WORKFARE OR WORK EXPERIENCE JOB, ASK Q. ABOUT LONGEST JOB.

HOURS PER WEEK

74-84

C-56. Were you reimbursed or given money by an agency or program to help pay for any extra costs you may have had in order to work on that workfare or work experience job, since (BASELINE DATE)?

YES 1
NO 2 (SECTION D)

C-57. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-58)

C-57a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-59)

C-57b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY:			
.....			
.....			

C-58. How much did you receive?

\$ [] [] [] . [] [] (SECTION D)

EXPENSES

ASK C-59 - C-62 DOWN FOR EACH EXPENSE

	A. Transportation costs (such as gas money, bus or train fares)	B. Daycare or babysitting costs	C. Other extra expenses
C-59. Were you given money to help pay for (EXPENSE)?	YES 1 NO 2 (C-59B)	YES 1 NO 2 (C-59C)	YES 1 What were the extra costs? _____ _____ _____ NO 2 (SEC. D)
C-60. How often were you given money for (EXPENSE)?	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-62A) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-62B) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-62C) (SPECIFY): _____ _____
C-61. How much did you receive (ANSWER IN C-60) for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ . _ _ ASK C-59 - C-62 FOR DAYCARE EXPENSES	\$ _ _ _ . _ _ ASK C-59 - C-62 FOR OTHER EXPENSES	\$ _ _ _ . _ _ (SEC. D)
C-62. How much did you receive altogether for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ . _ _ TOTAL AMOUNT ASK C-59 - C-62 FOR DAYCARE EXPENSES	\$ _ _ _ . _ _ TOTAL AMOUNT ASK C-59 - C-62 FOR OTHER EXPENSES	\$ _ _ _ . _ _ TOTAL AMOUNT (SEC. D)

MONTH	MONTH	MONTH	MONTH
D-5B. YES 1 (D-5C) NO 2 (D-5B) NEXT MONTH)	D-5B. YES 1 (D-5C) NO 2 (D-5B) NEXT MONTH)	D-5B. YES 1 (D-5C) NO 2 (D-5B) NEXT MONTH)	D-5B. YES 1 (D-5C) NO 2 (D-6A)
D-5C. _ _ _ _ _ _ _ _ _ _ (D-5B NEXT MONTH)	D-5C. _ _ _ _ _ _ _ _ _ _ (D-5B NEXT MONTH)	D-5C. _ _ _ _ _ _ _ _ _ _ (D-5B NEXT MONTH)	D-5C. _ _ _ _ _ _ _ _ _ _ (D-6A)
D-6B. YES 1 (D-6C) NO 2 (D-6B) NEXT MONTH)	D-6B. YES 1 (D-6C) NO 2 (D-6B) NEXT MONTH)	D-6B. YES 1 (D-6C) NO 2 (D-6B) NEXT MONTH)	D-6B. YES 1 (D-6C) NO 2 (D-7A)
D-6C. _ _ _ _ _ _ _ _ _ _ (D-6B NEXT MONTH)	D-6C. _ _ _ _ _ _ _ _ _ _ (D-6B NEXT MONTH)	D-6C. _ _ _ _ _ _ _ _ _ _ (D-6B NEXT MONTH)	D-6C. _ _ _ _ _ _ _ _ _ _ (D-7A)
D-7B. YES 1 (D-7C) NO 2 (D-7B) NEXT MONTH)	D-7B. YES 1 (D-7C) NO 2 (D-7B) NEXT MONTH)	D-7B. YES 1 (D-7C) NO 2 (D-7B) NEXT MONTH)	D-7B. YES 1 (D-7C) NO 2 (D-8A)
D-7C. _ _ _ _ _ _ _ _ _ _ (D-7B NEXT MONTH)	D-7C. _ _ _ _ _ _ _ _ _ _ (D-7B NEXT MONTH)	D-7C. _ _ _ _ _ _ _ _ _ _ (D-7B NEXT MONTH)	D-7C. _ _ _ _ _ _ _ _ _ _ (D-8A)
D-8B. YES 1 (D-8C) NO 2 (D-8B) NEXT MONTH)	D-8B. YES 1 (D-8C) NO 2 (D-8B) NEXT MONTH)	D-8B. YES 1 (D-8C) NO 2 (D-8B) NEXT MONTH)	D-8B. YES 1 (D-8C) NO 2 (D-9A)
D-8C. _ _ _ _ _ _ _ _ _ _ (D-8B NEXT MONTH)	D-8C. _ _ _ _ _ _ _ _ _ _ (D-8B NEXT MONTH)	D-8C. _ _ _ _ _ _ _ _ _ _ (D-8B NEXT MONTH)	D-8C. _ _ _ _ _ _ _ _ _ _ (D-9A)

<p>A. Between (FIRST DAY OF BASELINE MONTH) and (END OF MONTH BEFORE INTERVIEW MONTH) did you (or any member of your household) receive (INCOME)?</p>	<p>B. Did you (or anyone in your household) receive (INCOME) in (MONTH)?</p> <p>C. (Altogether), how much (INCOME) was received (by the household) in (MONTH)?</p>		
	<p>_____ MONTH</p>	<p>_____ MONTH</p>	<p>_____ MONTH</p>
<p>D-9. Public Housing Assistance?</p> <p>D-9A. YES 1 (D-9B) NO 2 (D-10A)</p>	<p>D-9B. YES 1 (D-9C) NO 2 (D-9B NEXT MONTH)</p> <p>D-9C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-9B. YES 1 (D-9C) NO 2 (D-9B NEXT MONTH)</p> <p>D-9C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-9B. YES 1 (D-9C) NO 2 (D-9B NEXT MONTH)</p> <p>D-9C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>
<p>D-10. Any other sources of income or money except from jobs, for example, alimony or child support payments, gifts from relatives or friends?</p> <p>D-10A. YES 1 (D-10B) SPECIFY BELOW AND ASK B-C FOR EACH INCOME ITEM LISTED. NO 2 (D-11)</p> <p>a. _____</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>
<p>b. _____</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>
<p>c. _____</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>	<p>D-10B. YES 1 (D-10C) NO 2 (D-10B NEXT MONTH)</p> <p>D-10C. _ _ _ _ _ _ _ _ _ _ (D-10B NEXT MONTH)</p>

D-11. Do you have a Medicaid Card (welfare medical card)?

YES 1
NO 2

D-12. INTERVIEWER CHECK: IS PARTICIPANT ONLY PERSON IN HOUSEHOLD?

YES 1 (D-15)
NO 2

D-13. Does anyone else who lives in your household have a Medicaid Card (welfare medical card)?

YES 1
NO 2

D-14. Who else has a card?

RECORD FIRST NAMES. IF CHILD'S NAME IS ON A PARENT'S CARD, RECORD NAME OF BOTH PARENT AND CHILD.

D-15. Do you live in Public Housing?

YES 1
NO 2

D-16. INTERVIEWER CHECK HOUSEHOLD ROSTER: ARE THERE ANY PERSONS 14 OR OVER IN HOUSEHOLD WHO ARE NOT STUDY PARTICIPANTS?

YES 1
NO 2 (D-18)

D-17. My last few questions are about earned income from jobs received by the other people in your household.

- TAKE OUT HOUSEHOLD ROSTER. LIST FIRST NAMES OF EACH PERSON 14 YEARS OF AGE OR OLDER WHO IS NOT A STUDY PARTICIPANT. ASK D17A-C FOR EACH PERSON. POINT OUT MONTHS ON CALENDAR.
- ASK A THROUGH C AS APPROPRIATE FOR EACH PERSON
- PRERECORD THE NAMES OF MONTHS, BEGINNING WITH THE MONTH BEFORE INTERVIEW MONTH IN THE FIRST COLUMN OF B-C, CONTINUING BACK THROUGH THE BASELINE MONTH.

NAME DO NOT RECORD STUDY PARTICIPANT NAME(S)	A. Did (NAME) earn any money between (1ST DAY OF BASE- LINE MONTH) and (END OF MONTH BEFORE INTERVIEW)	B. Did (NAME) earn any money in (MONTH)?	
		C. How much did (he/she) earn in (MONTH)?	
		MONTH	MONTH
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or D-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ _ _ _ _ _ _ _ _ (B NEXT MONTH)

[illegible]

D-18.

INTERVIEWER CHECK ASSIGNMENT FOLDER: IS THERE ANOTHER STUDY PARTICIPANT STILL IN HOUSEHOLD?

YES

NO

1

2 (D-20)

D-19. TAKE OUT ADDITIONAL PARTICIPANT INTERVIEW AND ASK TO SPEAK TO THE SECOND PARTICIPANT. RE-READ INTRODUCTION TO PARTICIPANT AND BEGIN INTERVIEW.

THERE CAN BE MORE THAN 2 STUDY PARTICIPANTS IN A HOUSEHOLD. EACH ONE MUST BE GIVEN AN ADDITIONAL PARTICIPANT INTERVIEW.

D-20. We would like to interview you again in about 4 months. In case you move, could you please give me the names and addresses of two relatives or friends who would know your new address or how to locate you? RECORD IN ASSIGNMENT FOLDER - A-13 AND A-14.

D-21. These are all the questions I have. Thank you very much for your time and help.

TIME INTERVIEW ENDED

:

AM

PM

1

2

EMPLOYMENT CHART

RECORD NAMES OF MONTHS FROM BASELINE MONTH THROUGH THE CURRENT INTERVIEW MONTH

DRAW ARROW (↓)
TO BASELINE DATE.

DRAW ARROW (↓)
TO INTERVIEW DATE.

DRAW HORIZONTAL LINE ON ACTIVITY CHART FROM START/BASELINE DATE TO END
DATE OF JOB.

IF STILL WORKING ON THAT JOB, DRAW LINE TO DATE OF INTERVIEW.

DRAW SHORT VERTICAL LINES AT END OF EACH HORIZONTAL LINE AND RECORD DATES.
WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE: DATE DATE

 |----- EMPLOYER -----|

		BASELINE MONTH	MONTH	MONTH	MONTH	MONTH	MONTH	MONTH
JOBS, LASTING ONE WEEK OR LONGER								

97

74-99

CASE ID #: | | | | |

DATE INTERVIEW CONDUCTED: | | |
MONTH DAY YEAR

INTERVIEWER'S NAME: _____

ID #: _____

1ST FOLLOWUP
SUPPLEMENT BOOKLET

CONTAINS

- ADDITIONAL PARTICIPANT INTERVIEW, p. 1
- FOURTH THROUGH SIXTH JOBS SUPPLEMENT, p. 27
- FOURTH THROUGH SIXTH JOBS SUPPLEMENT FOR ADDITIONAL PARTICIPANT, p. 33
- EARNED INCOME FOR NON-PARTICIPANT HOUSEHOLD MEMBERS SUPPLEMENT, p. 39

ADDITIONAL PARTICIPANT INTERVIEW

:

TIME BEGAN

AM
PM

SECTION B – LABOR FORCE ACTIVITIES

Hello, I'm (YOUR NAME) of Westat, a private research company. (IF PARTICIPANT ASKS ABOUT STUDY, READ EXPLANATION ON COVER PAGE OF MAIN QUESTIONNAIRE). Your part of the interview will only take a few minutes. My first questions are about your work experiences since (BASELINE DATE). In answering the questions, please include any full or part-time jobs which have lasted one week or more, including any self-employed jobs. Also include any work in a family business or farm whether paid or unpaid. Don't include any workfare or work experience jobs you may have been assigned to in order to keep receiving food stamps.

- FOLD OUT EMPLOYMENT CHART. BEFORE CONTINUING, WRITE IN NAMES OF MONTHS STARTING WITH BASELINE MONTH AND ENDING WITH MONTH OF INTERVIEW. WRITE IN BASELINE DATE AND INTERVIEW DATE. DRAW HORIZONTAL ARROW ON EMPLOYMENT CHART TO BASELINE DATE AND TO INTERVIEW DATE.

B-1.

INTERVIEWER CHECK ASSIGNMENT FOLDER: DID RESPONDENT HAVE A JOB RECORDED AT BASELINE?

YES

NO

1

2 (B-7)

B-2. According to information we received from the food stamp office, you had a job around the (WEEK) of (MONTH). (SEE ASSIGNMENT FOLDER FOR WEEK AND MONTH). SHOW CALENDAR.

Is that correct?

YES, HAD JOB

NO, DIDN'T HAVE JOB

1

2 (B-7)

B-3. Are you still working at that job? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES

NO

1 (B-5)

2

B-4. When did you leave that job?

- RECORD END DATE OF JOB ON EMPLOYMENT CHART.
 - DRAW HORIZONTAL LINE FROM BASELINE DATE TO END DATE OF JOB.
 - DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.
- }

(B-6)

B-5.

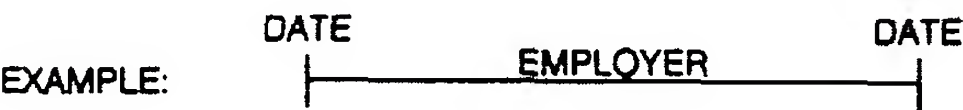
INTERVIEWER:

DRAW HORIZONTAL LINE ON EMPLOYMENT CHART FROM BASELINE DATE TO INTERVIEW DATE.

DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.

B-6. What (was/is) the name of the company or employer you (work for/worked for then)?

- WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.



B-7. From (BASELINE DATE) until now, did you have any (other) paid jobs lasting for a week or more, either full-time or part-time? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1
NO 2 (B-11)

- B-8. When did you begin working on (that job/the next job) you had?
- B-9. When did you leave?
- B-10. What (was/is) your employer's name?

- RECORD JOB ON EMPLOYMENT CHART BY DRAWING HORIZONTAL LINE FROM START DATE TO END DATE OR TO DATE OF INTERVIEW. BE SURE TO INCLUDE EMPLOYER'S NAME AND DRAW VERTICAL LINES AT BEGINNING AND ENDING DATES.
- IF RESPONDENT WAS WORKING AT MORE THAN ONE JOB AT THE SAME TIME, DRAW AN ADDITIONAL LINE BENEATH AND PARALLEL TO THE FIRST, ON THE EMPLOYMENT CHART, SO THAT THE CHART SHOWS EVERY JOB WORKED DURING THE ENTIRE PERIOD.
- CONTINUE ASKING "Any other jobs during this period?" AND QUESTIONS B-8 - B-10 UNTIL THE RESPONSE TO THE QUESTION, "Any other jobs during this period?" IS "no."

B-11. INTERVIEWER CHECK: ARE ANY JOBS RECORDED ON EMPLOYMENT CHART?	YES 1
	NO 2 (B-31, p. 10)

74-107

		CURRENT OR MOST RECENT JOB:		0	1
B-12.	<ul style="list-style-type: none"> RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE SUPPLEMENT BOOKLET IF MORE THAN 3 JOBS. IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?" ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT OR MOST RECENT JOB IN THE SECOND COLUMN. RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-13. ASK QUESTIONS B-13 - B-25 (B-13 - B-30 FOR 1ST COL.) FOR EACH JOB BEFORE GOING TO NEXT. 				
B-13.	Now I would like to ask you some questions about your job at (EMPLOYER):	<hr/> EMPLOYER'S NAME			
B-14.	<i>(Are you/Were you)</i> paid by the hour on this job? IF FAMILY OWNED BUSINESS OR FARM (Q.B-13) PROBE FOR WHETHER UNPAID.	YES	1		
		NO	2	(B-20)	
		NO, UNPAID FAMILY MEMBER	3	(B-26)	
B-15.	Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours per week <i>(do you/did you)</i> work on this job, not counting overtime hours?	<div style="text-align: center;"> <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div> <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div> </div> # HOURS PER WEEK			
B-16.	What <i>(is your/was your)</i> usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/BASELINE DATE) to (END DATE/now)?	\$ <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> . <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> PER HOUR DON'T KNOW 9998			
B-17.	<i>(Do you/Did you)</i> work any overtime hours on that job?	YES	1		
		NO	2	(B-24)	
B-18.	Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours of overtime <i>(do you/did you)</i> work per week on this job?	<div style="text-align: center;"> <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div> <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div> </div> # HOURS PER WEEK			

SECOND MOST RECENT JOB:	02	THIRD MOST RECENT JOB:	03
<div>EMPLOYER'S NAME</div>		<div>EMPLOYER'S NAME</div>	
YES 1 NO 2 (B-20) NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-31)		YES 1 NO 2 (B-20) NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-31)	
<div># HOURS PER WEEK</div>		<div># HOURS PER WEEK</div>	
\$ <div>PER HOUR</div> DON'T KNOW 9998		\$ <div>PER HOUR</div> DON'T KNOW 9998	
YES 1 NO 2 (B-24)		YES 1 NO 2 (B-24)	
<div># HOURS PER WEEK</div>		<div># HOURS PER WEEK</div>	

		CURRENT OR MOST RECENT JOB:	0	1
B-19.	How were you paid for overtime work?	STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) _____ _____		
B-20.	How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) _____		
B-21.	Between (START/BASELINE DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;">[]</div> DAYS PER WEEK (B-23)		
B-22.	Altogether, what was the total amount you earned before deductions on that job between (START/BASELINE DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	\$ [] [] , [] [] [] TOTAL AMOUNT (B-26)		
B-23.	Between (START/BASELINE DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	\$ [] [] , [] [] [] PER PAY PERIOD		
B-24.	(Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (B-26)		
B-25.	On average, how much (do you/did you) receive in tips and bonuses between (START/BASELINE DATE) and (END DATE/now)?	\$ [] [] , [] [] [] PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3		
B-26.	What kind of business or industry (is this/was that)? EXAMPLE: SHOE STORE, DAIRY FARM, CAR WASH, PRIVATE FAMILY PROBE: What do they make or do?	_____ _____ _____ _____		

SECOND MOST RECENT JOB:	0	2	THIRD MOST RECENT JOB:	0	3
STRAIGHT TIME 1 (B-24)			STRAIGHT TIME 1 (B-24)		
TIME AND ONE-HALF 2 (B-24)			TIME AND ONE-HALF 2 (B-24)		
DOUBLE TIME 3 (B-24)			DOUBLE TIME 3 (B-24)		
OTHER: SPECIFY 4 (B-24)			OTHER: SPECIFY 4 (B-24)		
END OF EACH DAY 01			END OF EACH DAY 01		
ONCE A WEEK 02 (B-23)			ONCE A WEEK 02 (B-23)		
ONCE EVERY TWO WEEKS 03 (B-23)			ONCE EVERY TWO WEEKS 03 (B-23)		
TWICE A MONTH 04 (B-23)			TWICE A MONTH 04 (B-23)		
ONCE A MONTH 05 (B-23)			ONCE A MONTH 05 (B-23)		
OTHER (SPECIFY) 06 (B-22)			OTHER (SPECIFY) 06 (B-22)		
<div style="border: 1px solid black; width: 30px; height: 15px; margin: 0 auto;"></div> DAYS PER WEEK (B-23)			<div style="border: 1px solid black; width: 30px; height: 15px; margin: 0 auto;"></div> DAYS PER WEEK (B-23)		
\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> TOTAL AMOUNT (NEXT JOB OR B-32)			\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> TOTAL AMOUNT (NEXT JOB OR B-32)		
\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> PER PAY PERIOD			\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> PER PAY PERIOD		
YES 1			YES 1		
NO 2 (NEXT JOB OR B-32)			NO 2 (NEXT JOB OR B-32)		
\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> (NEXT JOB OR B-32) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3			\$ <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 20px; display: inline-block;"></div> (NEXT JOB OR B-32) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3		

B-32. Since (BASELINE DATE) did you earn any money from odd jobs or any other activities that we haven't already talked about?

YES 1
NO 2 (B-34)

B-33. Altogether, how much did you earn from odd jobs or any other activities since (BASELINE DATE)?

IF NECESSARY, PROBE FOR ESTIMATE.

\$ [] , [] [] []

DON'T KNOW 9998

B-34. Now I would like to ask you about last week. What were you doing most of last week; working, keeping house, going to school or something else?

WORKING 1 (B-36)
WITH A JOB BUT NOT AT WORK 2
LOOKING FOR WORK 3
KEEPING HOUSE 4
GOING TO SCHOOL 5
UNABLE TO WORK 6 (SECTION C)
RETIRED 7
OTHER, SPECIFY 8

B-35. Did you do any work at all last week, not counting work around the house?

YES 1
NO 2 (B-38)

B-36. How many hours did you work last week at all jobs?

[] []
HOURS

B-37. Altogether, what was the total amount you earned last week before deductions?

\$ [] [] [] . [] []

B-38. INTERVIEWER CHECK: IN B-34:	
ANSWER 1 OR 2 CIRCLED	1 (B-40)
ANSWER 3 CIRCLED	2 (B-41)
SOME OTHER ANSWER CIRCLED.....	3

B-39. Have you been looking for work during the past 4 weeks?

YES 1 (B-41)
NO 2

B-40. Now, between (BASELINE DATE) and now, did you spend any time looking for work?

YES 1
NO 2 (SECTION C)

B-41. Between (BASELINE DATE) and now, how many weeks did you look for work? (Your best estimate will be fine.) USING CALENDAR, COUNT # OF WEEKS FROM BASELINE AND SAY: Let's see. There were (# weeks) between (BASELINE DATE) and today.

| | |

NUMBER OF WEEKS

B-42. During those weeks when you looked for work, on average, how many hours per week did you spend looking for work? (Your best estimate will be fine.)

| | |

HOURS PER WEEK

CONTINUE WITH SECTION C.

SECTION C – EMPLOYMENT AND TRAINING PROGRAM PARTICIPATION

Now I would like to ask you some questions about your experience with the Food Stamp Program.

C-1. Since (BASELINE DATE), have you been denied food stamps or had your food stamps reduced or stopped?

YES 1
NO 2 (C-5)

C-2. And that happened after (BASELINE DATE) . . . is that correct? SHOW CALENDAR.

YES 1 (C-3)
NO 2

C-2a. Well, have you been denied food stamps or had them reduced or stopped since (BASELINE DATE)? (IF IN DOUBT ABOUT ANSWER ASK: When was the last time your food stamps were cut off or reduced? CODE ANSWER ACCORDING TO WHETHER DATE WAS BEFORE OR AFTER BASELINE DATE. NOTE DATE GIVEN HERE: _____.)

YES, SINCE BASELINE 1
NO, BEFORE BASELINE 2 (C-5)

C-3. Why were your food stamps denied, reduced or stopped ... was it because you didn't obey the employment and training program rules, because your (household's) income was too high or was there some other reason?

DIDN'T OBEY PROGRAM RULES 1
INCOME TOO HIGH 2 (C-5)
OTHER: SPECIFY, 3 (C-5)

C-4. Which employment and training program rules didn't you comply with? (IF NECESSARY: Which ones resulted in your food stamps being denied, reduced or stopped?)

_____ |__|__|

C-5. The next questions are about job search assistance or other employment and training services you may have received free of charge from any agency or program. Don't include any employment and training services you paid for.

Since (BASELINE DATE) did you receive from any such agency or program advice on:

a. How to look for a job, how to do well in job interviews or how to fill out job application forms?

YES 1
NO 2

b. Did you receive advice on what kind of work would be best for you to do?

YES 1
NO 2

c. Were you given a list of employers or job openings or referred to available jobs by an agency or program?

YES 1
NO 2

<p>C-6a. Since (BASELINE DATE), did you attend a job club?</p> <p>YES 1 ———></p> <p>NO 2 (C-7a)</p>	<p>C-6b. Are you still going to the job club?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-7a. Did you go to group meetings or classes to learn how to find a job?</p> <p>YES 1 ———></p> <p>NO 2 (C-8a)</p>	<p>C-7b. Are you still attending those group meetings or classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-8a. Since (BASELINE DATE), did you attend vocational or job training classes?</p> <p>YES 1 ———></p> <p>NO 2 (C-9a)</p>	<p>C-8b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-9a. Did you attend any basic education classes in reading, writing or English?</p> <p>YES 1 ———></p> <p>NO 2 (C-10a)</p>	<p>C-9b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-10a. Did you take any courses at a community college provided free as part of an employment or training program?</p> <p>YES 1 ———></p> <p>NO 2 (C-11a)</p>	<p>C-10b. Are you still attending those classes?</p> <p>YES 1</p> <p>NO 2</p>
<p>C-11a. Since (BASELINE DATE), did you attend classes to get a GED?</p> <p>YES 1 ———></p> <p>NO 2</p>	<p>C-11b. Are you still attending classes?</p> <p>YES 1</p> <p>NO 2</p>

C-12. INTERVIEWER CHECK LEFT COLUMN ABOVE, C-6a - C-11a: ARE THERE ANY YES ANSWERS? (RESPONDENT ATTENDED AT LEAST ONE ACTIVITY).

YES 1

NO 2 (C-28)

C-13. INTERVIEWER CHECK RIGHT COLUMN ABOVE, C-6b - C-11b: ARE THERE ANY YES ANSWERS? (RESPONDENT IS STILL ATTENDING AT LEAST ONE ACTIVITY).

YES 1 (C-15)

NO 2

C-21. Were you reimbursed or given money by an agency or program to help pay for any extra costs you might have in order to attend (that/these) employment and training class(es) or (activity/activities) since (BASELINE DATE)?

YES 1
NO 2 (C-28)

C-22. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-23)

C-22a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-24)

C-22b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY: _____			

C-23. How much did you receive?

\$ [] [] [] . [] [] (C-28)

EXPENSES

ASK C-24 - C-27 DOWN FOR EACH EXPENSE

	A. Transportation costs (such as gas money, bus or train fares)	B. Daycare or babysitting costs	C. Other extra expenses
C-24. Were you given money to help pay for (EXPENSE)?	YES 1 NO 2 (C-24B)	YES 1 NO 2 (C-24C)	YES 1 What were the extra costs? _____ _____ _____ NO 2 (C-28)
C-25. How often were you given money for (EXPENSE)?	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27A) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27B) (SPECIFY): _____ _____	MONTHLY 1 BI-WEEKLY 2 WEEKLY 3 OTHER 4 (C-27C) (SPECIFY): _____ _____
C-26. How much did you receive (ANSWER IN C-25) for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ ASK C-24 - C-27 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ ASK C-24 - C-27 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ (C-28)
C-27. How much did you receive altogether for (EXPENSE) since (BASELINE DATE)?	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-24 - C-27 FOR DAYCARE EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT ASK C-24 - C-27 FOR OTHER EXPENSES	\$ _ _ _ _ . _ _ _ _ TOTAL AMOUNT (C-28)

C-28. Since (BASELINE DATE), were you required by any program or agency to contact employers or go to companies or other places to try look for a job?

YES 1
NO 2 (C-46)

C-29. Were you required to contact employers or companies to look for a job by:

	<u>YES</u>	<u>NO</u>
the Food Stamp Program?	1	2
the Unemployment Insurance Program?	1	2
AFDC (Aid to Families with Dependent Children)?	1	2
some other <u>welfare</u> program or agency? (SPECIFY):	1	2
some other program or agency? (SPECIFY):	1	2

C-30. Did you contact employers or companies to fulfill the requirements of (that program/any of those programs)?

YES 1
NO 2 (C-46)

C-31. Are you still contacting employers or companies about getting a job as a requirement of (that program/any of those programs)?

YES 1 (C-33)
NO 2

C-32. When was the last time you went to employers or companies about getting a job? IF NECESSARY, PROBE FOR LAST WEEK PARTICIPANT CONTACTED EMPLOYERS.

_____|_____|_____
MONTH DAY YEAR

C-33. Altogether since (BASELINE DATE), how many weeks did you spend time contacting employers or companies to see about getting a job?

_____|_____|_____
WEEKS

C-34. In those weeks that you spent time contacting employers or companies, how many hours did you usually spend doing that?

_____|_____|_____
HOURS PER WEEK

C-39. Were you reimbursed or given money by an agency or program to help pay for any extra costs you might have in order to contact employers or companies about getting a job, since (BASELINE DATE)?

YES 1
NO 2 (C-46)

C-40. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-41)

C-40a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-42)

C-40b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY:			
.....			
.....			

C-41. How much did you receive?

\$ [] [] [] . [] [] (C-46)

74-122

C-46. Since (BASELINE DATE), were you ever assigned to a workfare or work experience job in order to keep your food stamps or other government benefits?

YES 1
NO 2 (C-63)

C-47. Did you go to work on that job?

IF PARTICIPANT WAS ASSIGNED TO MORE THAN ONE JOB, RECORD YES IF HE/SHE WORKED ON ANY WORKFARE OR WORK EXPERIENCE JOB.

YES 1
NO 2 (C-63)

C-48. Are you still working on that job?

APPLIES TO ANY WORKFARE OR WORK EXPERIENCE JOB.

YES 1 (C-50)
NO 2

C-49. When was the last time you worked on that job? IF NECESSARY, PROBE FOR LAST WEEK ON JOB. USE CALENDAR.

APPLIES TO ANY WORKFARE OR WORK EXPERIENCE JOB.

_____	_____	_____
MONTH	DAY	YEAR

C-50. Altogether since (BASELINE DATE), how many weeks (have you worked/did you work) on that job? SHOW CALENDAR. IF NECESSARY, HELP RESPONDENT FIGURE TOTAL NUMBER OF WEEKS.

IF MORE THAN ONE WORKFARE OR WORK EXPERIENCE JOB, ASK Q. ABOUT TOTAL NUMBER OF WEEKS COVERED BY ALL WORKFARE JOBS.

_____	_____
WEEKS	

C-51. And on average, how many hours a week (do you/did you) work on that job?

IF MORE THAN ONE WORKFARE OR WORK EXPERIENCE JOB, ASK Q. ABOUT LONGEST JOB.

_____	_____
HOURS PER WEEK	

741-124

C-56. Were you reimbursed or given money by an agency or program to help pay for any extra costs you may have had in order to work on that workfare or work experience job, since (BASELINE DATE)?

YES 1
NO 2 (C-63)

C-57. Did the agency or program tell you that the money was for specific expenses, such as transportation costs, babysitting costs, etc. or didn't they tell you what the money was for?

SPECIFIED EXPENSES 1
DIDN'T SPECIFY 2 (C-58)

C-57a. Did you receive money to help pay for your extra costs just one time or did you receive the money more than once?

JUST ONE TIME 1
MORE THAN ONCE 2 (C-59)

C-57b. What was the money for . . . was it to help with your extra expenses for:

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
Transportation costs, such as gas money, bus or train fares?	1	2	DK
Daycare or babysitting costs?	1	2	DK
Other extra expenses? (What were the other extra costs)?	1	2	DK
SPECIFY:			
.....			
.....			

C-58. How much did you receive?

\$ [] [] [] . [] [] (C-63)

**FOURTH THROUGH SIXTH JOBS
SUPPLEMENT**

FOURTH MOST RECENT JOB:

0 4

- B-12. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE ADDITIONAL SUPPLEMENT BOOKLET IF MORE THAN 6 JOBS.
- IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?"
- ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT OR MOST RECENT JOB IN THE SECOND COLUMN.
- RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-13. ASK QUESTIONS B-13 - B-25 FOR EACH JOB BEFORE GOING TO NEXT.

B-13. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

B-14. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-13) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-20)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-32 IN M.Q.)

B-15. Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

B-16. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/BASELINE DATE) to (END DATE/now)?

\$ _____ , _____ PER HOUR
DON'T KNOW 9998

B-17. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-24)

B-18. Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

FIFTH MOST RECENT JOB:	05	SIXTH MOST RECENT JOB:	06
<div>EMPLOYER'S NAME</div>		<div>EMPLOYER'S NAME</div>	
YES 1 NO 2 (B-20) NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-32 IN M.Q.)		YES 1 NO 2 (B-20) NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-32 IN M.Q.)	
<div># HOURS PER WEEK</div>		<div># HOURS PER WEEK</div>	
\$ <div>PER HOUR</div> DON'T KNOW 9998		\$ <div>PER HOUR</div> DON'T KNOW 9998	
YES 1 NO 2 (B-24)		YES 1 NO 2 (B-24)	
<div># HOURS PER WEEK</div>		<div># HOURS PER WEEK</div>	

	FOURTH MOST RECENT JOB:	0	4
B-19. How were you paid for overtime work?	STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) 		
B-20. How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) 		
B-21. Between (START/BASELINE DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <div style="border: 1px solid black; width: 20px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-23) </div>		
B-22. Altogether, what was the total amount you earned before deductions on that job between (START/BASELINE DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) TOTAL AMOUNT </div>		
B-23. Between (START/BASELINE DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) PER PAY PERIOD </div>		
B-24. (Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-32 IN M.Q.)		
B-25. On average, how much (do you/did you) receive in tips and bonuses between (START/BASELINE DATE) and (END DATE/now)?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 </div>		

**FOURTH THROUGH SIXTH JOBS SUPPLEMENT
FOR ADDITIONAL PARTICIPANTS**

FOURTH MOST RECENT JOB:

0

4

- B-12. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE ADDITIONAL SUPPLEMENT BOOKLET IF MORE THAN 6 JOBS.
- IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?"
- ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT OR MOST RECENT JOB IN THE SECOND COLUMN.
- RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-13. ASK QUESTIONS B-13 - B-25 FOR EACH JOB BEFORE GOING TO NEXT.

B-13. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

B-14. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-13) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-20)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-32 IN M.Q.)

B-15. Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

B-16. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/BASELINE DATE) to (END DATE/now)?

\$ _____, _____ PER HOUR
DON'T KNOW 9998

B-17. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-24)

B-18. Between (START/BASELINE DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

	FOURTH MOST RECENT JOB:	0	4
B-19. How were you paid for overtime work?	STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) 		
B-20. How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) 		
B-21. Between (START/BASELINE DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <div style="border: 1px solid black; width: 20px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-23) </div>		
B-22. Altogether, what was the total amount you earned before deductions on that job between (START/BASELINE DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: right;"> \$ <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> TOTAL AMOUNT (NEXT JOB OR B-32 IN M.Q.) </div>		
B-23. Between (START/BASELINE DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> PER PAY PERIOD </div>		
B-24. (Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-32 IN M.Q.)		
B-25. On average, how much (do you/did you) receive in tips and bonuses between (START/BASELINE DATE) and (END DATE/now)?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 40px; height: 20px; display: inline-block;"></div> PER WEEK 1 (NEXT JOB OR B-32 IN M.Q.) PER MONTH 2 TOTAL AMOUNT 3 </div>		

FIFTH MOST RECENT JOB: 0 5	SIXTH MOST RECENT JOB: 0 6
STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) _____ _____	STRAIGHT TIME 1 (B-24) TIME AND ONE-HALF 2 (B-24) DOUBLE TIME 3 (B-24) OTHER: SPECIFY 4 (B-24) _____ _____
END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) _____	END OF EACH DAY 01 ONCE A WEEK 02 (B-23) ONCE EVERY TWO WEEKS 03 (B-23) TWICE A MONTH 04 (B-23) ONCE A MONTH 05 (B-23) OTHER (SPECIFY) 06 (B-22) _____
<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-23)	<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-23)
\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) TOTAL AMOUNT	\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) TOTAL AMOUNT
\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> PER PAY PERIOD	\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> PER PAY PERIOD
YES 1 NO 2 (NEXT JOB OR B-32 IN M.Q.)	YES 1 NO 2 (NEXT JOB OR B-32 IN M.Q.)
\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3	\$ <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 20px; height: 20px;"></div> (NEXT JOB OR B-32 IN M.Q.) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3

**EARNED INCOME FOR NON-PARTICIPANT
HOUSEHOLD MEMBERS**

SUPPLEMENT

[illegible]

D-18.

INTERVIEWER CHECK ASSIGNMENT FOLDER: IS THERE ANOTHER STUDY PARTICIPANT STILL IN HOUSEHOLD?

YES

NO

1

2 (D-20)

D-19. TAKE OUT ADDITIONAL PARTICIPANT INTERVIEW AND ASK TO SPEAK TO THE SECOND PARTICIPANT. RE-READ INTRODUCTION TO PARTICIPANT AND BEGIN INTERVIEW.

THERE CAN BE MORE THAN 2 STUDY PARTICIPANTS IN A HOUSEHOLD. EACH ONE MUST BE GIVEN AN ADDITIONAL PARTICIPANT INTERVIEW.

D-20. We would like to interview you again in about 4 months. In case you move, could you please give me the names and addresses of two relatives or friends who would know your new address or how to locate you? RECORD IN ASSIGNMENT FOLDER - A-13 AND A-14.

D-21. These are all the questions I have. Thank you very much for your time and help.

TIME INTERVIEW ENDED

:

AM

PM

1

2

ADDITIONAL PARTICIPANT
EMPLOYMENT CHART

RECORD NAMES OF MONTHS FROM BASELINE MONTH THROUGH THE CURRENT INTERVIEW MONTH

DRAW ARROW (↓)
TO BASELINE DATE.

DRAW ARROW (↓)
TO INTERVIEW DATE.

DRAW HORIZONTAL LINE ON ACTIVITY CHART FROM START/BASELINE DATE TO END
DATE OF JOB.

IF STILL WORKING ON THAT JOB, DRAW LINE TO DATE OF INTERVIEW.

DRAW SHORT VERTICAL LINES AT END OF EACH HORIZONTAL LINE AND RECORD DATES.
WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE: DATE DATE
 |----- EMPLOYER -----|

		BASELINE MONTH	MONTH	MONTH	MONTH	MONTH	MONTH	MONTH	MONTH
JOBS, LASTING ONE WEEK OR LONGER									

143
74-145

CASE ID #

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FIRST FOLLOWUP
ASSIGNMENT FOLDER

INTERVIEW DATE

MO	DAY	YR

INTERVIEWER NAME

ID#

ENTER ATTEMPT # FOR EACH VISIT TO HOUSE HOLD	INTER- VIEWER INITIALS	CALL RECORD					
		DATE	DAY	TIME (Specify AM or PM)	OUTCOME CODES	APPOINTMENT INFORMATION (Specify Day, Date, and Time)	REMARKS/COMMENTS RECORD PERSON CONTACTED (Note whether address is residence, community shelter or other type of accommodation)

DO NOT START INTERVIEW UNTIL YOU HAVE LOCATED
A STUDY PARTICIPANT

OUTCOME CODES

01 - Interview complete	07 - P. moved, tracking underway
02 - Participant not home	08 - P. moved, unable to locate
03 - Unable to enter structure	09 - Unable to locate address
04 - Participant refusal/breakoff	10 - Other, describe
05 - Other refusal	11 - Appointment made
06 - P. language problem	

IF RESPONDENT REFUSED INTERVIEW OR BROKE OFF
INTERVIEW, RECORD REASONS FOR REFUSAL AND
YOUR OWN IMPRESSIONS.

TRACKING NOTES

A. HOUSEHOLD COMPOSITION

A-1 INTERVIEWER CHECK HOUSEHOLD ROSTER WAS STUDY PARTICIPANT ONLY PERSON IN THE HOUSEHOLD AT BASELINE?

YES 1 (A-6)
NO 2

A-2 Last (BASELINE DATE), according to the Food Stamp Office records, there were (NUMBER) people living in your household. As I read the names of the people who were living in your household last (BASELINE DATE), please tell me whether they are still living in the household now. AS YOU ASK ABOUT EACH PERSON, RECORD ANSWER IN COLUMN C.

A. HOUSEHOLD ROSTER			B. IF APPLICABLE, RECORD LAST NAME CHANGE
FIRST NAME	MIDDLE INITIAL	LAST NAME	
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			

 BASELINE DATE

Day

1-7 = 1st week of BASELINE MONTH

8-14 = 2nd week of BASELINE MONTH

15-21 = 3rd week of BASELINE MONTH

22-30/31 = 4th week of BASELINE MONTH

1.	A.	_____ NAME OF STUDY PARTICIPANT	HAD JOB AT BASELINE?	YES 1 NO 2
	B.	_____ IF APPLICABLE, NAME OF ADDITIONAL STUDY PARTICIPANT IN HOUSEHOLD	HAD JOB AT BASELINE?	YES 1 NO 2
2.		_____ ADDRESS - NUMBER AND STREET	_____ APT. #	
		_____ TOWN	_____ STATE	_____ ZIP CODE
3.		() _____ PHONE NUMBER		

PRERECORDED NAMES AND ADDRESSES OF RELATIVES FOR TRACKING PURPOSES.

4.	_____ FIRST NAME	_____ LAST NAME	_____ RELATIONSHIP TO PARTICIPANT	
	_____ STREET ADDRESS		_____ APT. #	
	_____ CITY		_____ STATE	_____ ZIP CODE
	() _____ HOME PHONE NUMBER		_____ NAME PHONE # LISTED IN	
	() _____ WORK PHONE NUMBER			
5.	_____ FIRST NAME	_____ LAST NAME	_____ RELATIONSHIP TO PARTICIPANT	
	_____ STREET ADDRESS		_____ APT. #	
	_____ CITY		_____ STATE	_____ ZIP CODE
	() _____ HOME PHONE NUMBER		_____ NAME PHONE # LISTED IN	
	() _____ WORK PHONE NUMBER			

A-5 Now, besides those we just talked about, is there anyone else who lives here most of the time and shares the meals? Please include anyone who may be away temporarily such as on vacation, in a hospital or in the Armed Forces. Do not include roomers or boarders. PRINT NAMES BELOW ON ADDITIONAL HOUSEHOLD MEMBERS LIST. SKIP A-6.

YES 1
NO 2 (A-10)

A-6 Please give me the full names of the other people in your household. PRINT NAMES BELOW ON ADDITIONAL HOUSEHOLD MEMBERS LIST.

ADDITIONAL HOUSEHOLD MEMBERS LIST

FIRST NAME	MIDDLE INITIAL	LAST NAME	A-7. What is (NAME's) relationship to you?
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			

PRERECORDED INFORMATION - ONLY FOR IDENTIFICATION			
C. Is (NAME) still living here? RECORD YES OR NO FOR EACH PERSON ON LIST	D. SEX	E. BIRTHDAY OR AGE LAST BIRTHDAY	F. SOCIAL SECURITY NUMBER- PARTICIPANTS ONLY
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			

A-8. CODE SEX. IF NECESSARY CONFIRM SEX BY SAYING: And (NAME) is (male/female)?	A-9. What was (NAME's) age on (his/her) last birthday?
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>

A-10. INTERVIEWER CHECK: A-2 HAVE ANY ADDITIONAL STUDY PARTICIPANTS, PRERECORDED ON HOUSEHOLD ROSTER. LEFT HOUSEHOLD SINCE BASELINE?

YES 1

NO 2 (SECTION B. MAIN QUESTIONNAIRE)

A-11. TRACKING INFORMATION FOR STUDY PARTICIPANT:

- A. You said that (NAME) is not living in your household any more. Would you please give me (his/her) current address and phone number?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

- B. Did (NAME) change (his/her) name since (he/she) left?

If YES, NEW NAME: _____

- C. Would you be able to give us the name, address, and phone number of a close relative of (NAME) who may be helpful if we cannot reach (his/her) directly?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

A-12. TRACKING INFORMATION FOR STUDY PARTICIPANT

- A. You said that (NAME) is not living in your household any more. Would you please give me (his/her) current address and phone number?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

- B. Did (NAME) change (his/her) name since (he/she) left?

If YES, NEW NAME: _____

- C. Would you be able to give us the name, address, and phone number of a close relative of (NAME) who may be helpful if we cannot reach (his/her) directly?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

Second Wave Followup Survey

OMB #:
Expires:

U.S. Department of Agriculture
Food and Nutrition Service

EVALUATION OF FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

SECOND FOLLOWUP INTERVIEW

INTRODUCTION:

Hello, I'm (YOUR NAME) of Westat, a private research company. May I speak to (PARTICIPANT NAME) please? We interviewed you last (1ST FOLLOWUP DATE) for a survey we're doing for the U.S. Department of Agriculture and we'd like to talk with you again.

This survey is being conducted to obtain information about people's experiences with the services provided by the Food Stamp Program. It is also concerned with people's work-related experiences and their efforts to find work.

While your participation in this study is voluntary, your help and cooperation will enable the Department of Agriculture to improve programs which assist people who receive food stamps.

Before we begin, I want to assure you that your answers and all information that would permit identification of you and your family will be kept confidential in accordance with the Privacy Act of 1974. Any government benefits you may receive will not be affected in any way by your participation in the interview.

CASE ID #: |__|__|__|__|__|

DATE INTERVIEW CONDUCTED: _____
MONTH DAY YEAR

INTERVIEWER'S NAME: _____ ID #: _____

TIME BEGAN: |__|__|:|__|__| AM
PM

START OF INTERVIEW:

To begin the interview, I would like to ask you a few questions about the people in your household.

OPEN ASSIGNMENT FOLDER AND ASK QUESTIONS IN SECTION A – HOUSEHOLD COMPOSITION.

SECTION B – LABOR FORCE ACTIVITIES

The next questions are about your work experiences since (1ST FOLLOWUP DATE). In answering the questions, please include any full or part-time jobs which have lasted one week or more, including any self-employed jobs. Also include any work in a family business or farm whether paid or unpaid.

- FOLD OUT EMPLOYMENT CHART. BEFORE CONTINUING, WRITE IN NAMES OF MONTHS STARTING WITH MONTH OF FIRST FOLLOWUP AND ENDING WITH MONTH OF SECOND FOLLOWUP INTERVIEW. WRITE IN FIRST FOLLOWUP DATE AND INTERVIEW DATE. DRAW HORIZONTAL ARROW TO 1ST FOLLOWUP DATE AND TO INTERVIEW DATE.

B-1.

INTERVIEWER CHECK ASSIGNMENT FOLDER: DID RESPONDENT HAVE A JOB RECORDED AT 1ST FOLLOWUP DATE?

YES

NO

1

2 (B-7)

B-2. When we interviewed you last (1ST FOLLOWUP DATE), you were working for (EMPLOYER NAME).

Are you still working there?

YES

NO

1 (B-4)

2

B-3. When did you leave that job?

- RECORD END DATE OF JOB ON EMPLOYMENT CHART.
- DRAW HORIZONTAL LINE FROM 1ST FOLLOWUP DATE TO END DATE OF JOB.
- DRAW SHORT VERTICAL LINES AT 1ST FOLLOWUP DATE AND END DATE OF JOB.

} (B-5)

B-4.

INTERVIEWER:

DRAW HORIZONTAL LINE ON EMPLOYMENT CHART FROM 1ST FOLLOWUP DATE TO INTERVIEW DATE.

DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.

B-5. What (is/was) the name of the company or employer you (work for/worked for then)?

- WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE:

DATE

EMPLOYER

DATE

LEFT INTENTIONALLY BLANK

B-6. From (1ST FOLLOWUP DATE) until now, did you have any (other) paid jobs lasting for a week or more, either full-time or part-time? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1
NO 2 (B-10)

B-7. When did you begin working on (that job/the next job) you had?
B-8. When did you leave?
B-9. What (is/was) your employer's name?

- RECORD JOB ON EMPLOYMENT CHART BY DRAWING HORIZONTAL LINE FROM START DATE TO END DATE OR TO DATE OF INTERVIEW. BE SURE TO INCLUDE EMPLOYER'S NAME AND DRAW VERTICAL LINES AT BEGINNING AND ENDING DATES.
- IF PARTICIPANT WAS WORKING AT MORE THAN ONE JOB AT THE SAME TIME, DRAW AN ADDITIONAL LINE BENEATH AND PARALLEL TO THE FIRST, ON THE EMPLOYMENT CHART, SO THAT THE CHART SHOWS EVERY JOB WORKED DURING THE ENTIRE PERIOD.
- CONTINUE ASKING "Any other jobs during this period?" AND QUESTIONS B-7 - B-9 UNTIL THE RESPONSE TO THE QUESTION, "Any other jobs during this period?" IS "no."

B-10. INTERVIEWER CHECK: ARE ANY JOBS RECORDED ON EMPLOYMENT CHART?

YES 1
NO 2 (B-27, p. 8)

CURRENT OR MOST RECENT JOB:

0 1

- B-11. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE SUPPLEMENT BOOKLET, B-11, P. , IF MORE THAN 3 JOBS.
- IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?"
- ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT JOB IN THE SECOND COLUMN.
- RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-12. ASK QUESTIONS B-12 - B-24 FOR EACH JOB BEFORE GOING TO NEXT.

FROM:
MONTH DAY YEAR

TO:
MONTH DAY YEAR

- B-12. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

- B-13. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-12) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-25)

- B-14. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

- B-15. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/1ST FOLLOWUP DATE) to (END DATE/ now)?

\$. PER HOUR
DON'T KNOW 9998

- B-16. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-23)

- B-17. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

SECOND MOST RECENT JOB:

0 2

FROM: _____
MONTH DAY YEARTO: _____
MONTH DAY YEAR

THIRD MOST RECENT JOB:

0 3

FROM: _____
MONTH DAY YEARTO: _____
MONTH DAY YEAR

EMPLOYER'S NAME

EMPLOYER'S NAME

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)_____
HOURS PER WEEK_____
HOURS PER WEEK

\$ _____ . _____ PER HOUR

DON'T KNOW 9998

\$ _____ . _____ PER HOUR

DON'T KNOW 9998

YES 1
NO 2 (B-23)YES 1
NO 2 (B-23)_____
HOURS PER WEEK_____
HOURS PER WEEK

	CURRENT OR MOST RECENT JOB:	0	1
B-18. How were you paid for overtime work?	STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) _____ _____		
B-19. How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) _____		
B-20. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-22) </div>		
B-21. Altogether, what was the total amount you earned before deductions on that job between (START/1ST FOLLOWUP DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> TOTAL AMOUNT (NEXT JOB OR B-25) </div>		
B-22. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> PER PAY PERIOD </div>		
B-23. (Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-25)		
B-24. On average, how much (do you/did you) receive in tips and bonuses between (START/1ST FOLLOWUP DATE) and (END DATE/now)?	<div style="text-align: right;"> \$ <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> , <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> <div style="border: 1px solid black; display: inline-block; width: 40px; height: 20px;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 </div>		

SECOND MOST RECENT JOB:	0	2	THIRD MOST RECENT JOB:	0	3
STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) 			STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) 		
END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) 			END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) 		
<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)			<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>		
TOTAL AMOUNT (NEXT JOB OR B-25)			TOTAL AMOUNT (NEXT JOB OR B-25)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>		
PER PAY PERIOD			PER PAY PERIOD		
YES 1 NO 2 (NEXT JOB OR B-25)			YES 1 NO 2 (NEXT JOB OR B-25)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3		

B-25. Since (1ST FOLLOWUP DATE) did you receive any income from odd jobs or any other activities that we haven't already talked about?

- YES 1
- NO 2 (B-27)

B-26. Altogether, how much did you receive from odd jobs or any other activities since (1ST FOLLOWUP DATE)?

IF NECESSARY, PROBE FOR ESTIMATE.

- \$ [] , [] [] []
- DON'T KNOW 9998

B-27. Now I would like to ask you about last week. What were you doing most of last week; working, keeping house, going to school or something else?

- WORKING 1 (B-29)
- WITH A JOB BUT NOT AT WORK 2
- LOOKING FOR WORK 3
- KEEPING HOUSE 4
- GOING TO SCHOOL 5
- UNABLE TO WORK 6 (SECTION C)
- RETIRED 7
- OTHER, SPECIFY 8

B-28. Did you do any work at all last week, not counting work around the house?

- YES 1
- NO 2 (B-31)

B-29. How many hours did you work last week at all jobs?

[] []

HOURS

B-30. Altogether, what was the total amount you earned last week before deductions?

\$ [] [] [] . [] []

B-31. INTERVIEWER CHECK: IN B-27:

- ANSWER 1 OR 2 CIRCLED 1 (B-33)
- ANSWER 3 CIRCLED 2 (B-34)
- SOME OTHER ANSWER CIRCLED..... 3

B-32. Have you been looking for work during the past 4 weeks?

YES 1 (B-34)
NO 2

B-33. Now, between (1ST FOLLOWUP DATE) and now, did you spend any time looking for work?

YES 1
NO 2 (SECTION C)

B-34. Between (1ST FOLLOWUP DATE) and now, how many weeks did you look for work? (Your best estimate will be fine.) USING CALENDAR, COUNT # OF WEEKS FROM 1ST FOLLOWUP DATE AND SAY: Let's see. There were (# weeks) between (1ST FOLLOWUP DATE) and today.

NUMBER OF WEEKS

B-35. During those weeks when you looked for work, on average, how many hours per week did you spend looking for work? (Your best estimate will be fine.)

HOURS PER WEEK

SECTION C – HOUSEHOLD INCOME

- IF NECESSARY, A PROXY RESPONDENT IS ACCEPTABLE FOR THIS SECTION.
- ASK A THROUGH C AS APPROPRIATE FOR EACH INCOME SOURCE.
- PRERECORD THE NAMES OF MONTHS, BEGINNING WITH THE MONTH BEFORE INTERVIEW MONTH IN THE FIRST COLUMN OF B-C, CONTINUING BACK THROUGH THE FIRST FOLLOWUP MONTH.

A. Between (FIRST DAY OF 1ST FOLLOWUP MONTH) and (END OF MONTH BEFORE INTERVIEW MONTH) did you (or any member of your household) receive (INCOME)?	B. Did you (or anyone in your household) receive (INCOME) in (MONTH)?		
	MONTH	MONTH	MONTH
C-1. AFDC (Aid to Families With Dependent Children)? C-1A. YES 1 (C-1B) NO 2 (C-2A)	C-1B. YES 1 (C-1C) NO 2 (C-1B NEXT MONTH) C-1C. _ _ _ _ _ _ _ _ _ _ (C-1B NEXT MONTH)	C-1B. YES 1 (C-1C) NO 2 (C-1B NEXT MONTH) C-1C. _ _ _ _ _ _ _ _ _ _ (C-1B NEXT MONTH)	C-1B. YES 1 (C-1C) NO 2 (C-1B NEXT MONTH) C-1C. _ _ _ _ _ _ _ _ _ _ (C-1B NEXT MONTH)
C-2. Public Assistance or General Assistance Payments? C-2A. YES 1 (C-2B) NO 2 (C-3A)	C-2B. YES 1 (C-2C) NO 2 (C-2B NEXT MONTH) C-2C. _ _ _ _ _ _ _ _ _ _ (C-2B NEXT MONTH)	C-2B. YES 1 (C-2C) NO 2 (C-2B NEXT MONTH) C-2C. _ _ _ _ _ _ _ _ _ _ (C-2B NEXT MONTH)	C-2B. YES 1 (C-2C) NO 2 (C-2B NEXT MONTH) C-2C. _ _ _ _ _ _ _ _ _ _ (C-2B NEXT MONTH)
C-3. _____ Any other welfare payments? (SPECIFY) _____ _____ _____ C-3A. YES 1 (C-3B) NO 2 (C-4A)	C-3B. YES 1 (C-3C) NO 2 (C-3B NEXT MONTH) C-3C. _ _ _ _ _ _ _ _ _ _ (C-3B NEXT MONTH)	C-3B. YES 1 (C-3C) NO 2 (C-3B NEXT MONTH) C-3C. _ _ _ _ _ _ _ _ _ _ (C-3B NEXT MONTH)	C-3B. YES 1 (C-3C) NO 2 (C-3B NEXT MONTH) C-3C. _ _ _ _ _ _ _ _ _ _ (C-3B NEXT MONTH)
C-4. Food Stamps? C-4A. YES 1 (C-4B) NO 2 (C-5A)	C-4B. YES 1 (C-4C) NO 2 (C-4B NEXT MONTH) C-4C. _ _ _ _ _ _ _ _ _ _ (C-4B NEXT MONTH)	C-4B. YES 1 (C-4C) NO 2 (C-4B NEXT MONTH) C-4C. _ _ _ _ _ _ _ _ _ _ (C-4B NEXT MONTH)	C-4B. YES 1 (C-4C) NO 2 (C-4B NEXT MONTH) C-4C. _ _ _ _ _ _ _ _ _ _ (C-4B NEXT MONTH)

MONTH	MONTH	MONTH	MONTH
C-9B. YES 1 (C-9C) NO 2 (C-9B) NEXT MONTH) C-9C. _ . _ _ _ _ _ _ _ _ (C-9B NEXT MONTH)	C-9B. YES 1 (C-9C) NO 2 (C-9B) NEXT MONTH) C-9C. _ . _ _ _ _ _ _ _ _ (C-9B NEXT MONTH)	C-9B. YES 1 (C-9C) NO 2 (C-9B) NEXT MONTH) C-9C. _ . _ _ _ _ _ _ _ _ (C-9B NEXT MONTH)	C-9B. YES 1 (C-9C) NO 2 (C-10A) C-9C. _ . _ _ _ _ _ _ _ _ (C-10A)
C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (NEXT LINE OR C-11) C-10C. _ . _ _ _ _ _ _ _ _ (NEXT LINE OR C-11)
C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (NEXT LINE OR C-11) C-10C. _ . _ _ _ _ _ _ _ _ (NEXT LINE OR C-11)
C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-10B) NEXT MONTH) C-10C. _ . _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)	C-10B. YES 1 (C-10C) NO 2 (C-11) C-10C. _ . _ _ _ _ _ _ _ _ (C-11)

C-11. Do you have a Medicaid Card (welfare medical card)?

YES 1
NO 2

C-12. INTERVIEWER CHECK: IS PARTICIPANT ONLY PERSON IN HOUSEHOLD?

YES 1 (C-15)
NO 2

C-13. Does anyone else who lives in your household have a Medicaid Card (welfare medical card)?

YES 1
NO 2

C-14. Who else has a card?

RECORD FIRST NAMES. IF CHILD'S NAME IS ON A PARENT'S CARD, RECORD NAME OF BOTH PARENT AND CHILD.

C-15. Do you live in Public Housing?

YES 1
NO 2

C-16. INTERVIEWER CHECK HOUSEHOLD ROSTER: ARE THERE ANY PERSONS 14 OR OVER IN HOUSEHOLD WHO ARE NOT STUDY PARTICIPANTS?

YES 1
NO 2 (C-18)

- TAKE OUT HOUSEHOLD ROSTER. LIST FIRST NAMES OF EACH PERSON 14 YEARS OF AGE OR OLDER WHO IS NOT A STUDY PARTICIPANT. ASK D17A-C FOR EACH PERSON. POINT OUT MONTHS ON CALENDAR.
- ASK A THROUGH C AS APPROPRIATE FOR EACH PERSON
- PRERECORD THE NAMES OF MONTHS, BEGINNING WITH THE MONTH BEFORE INTERVIEW MONTH IN THE FIRST COLUMN OF B-C, CONTINUING BACK THROUGH THE FIRST FOLLOWUP MONTH.

NAME DO NOT RECORD STUDY PARTICIPANT NAME(S)	A. Did (NAME) earn any money between (1ST DAY OF 1ST FOLLOWUP MONTH) and (END OF MONTH BEFORE INTERVIEW)	B. Did (NAME) earn any money in (MONTH)?		C. How much did (he/she) earn in (MONTH)?	
		MONTH	MONTH	MONTH	MONTH
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)
_____	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)	C. _ _ _ _ _ _ _ _ _ _ _ _ _ _ (B NEXT MONTH)

EMPLOYMENT CHART

RECORD NAMES OF MONTHS FROM 1ST FOLLOWUP INTERVIEW MONTH THROUGH THE CURRENT INTERVIEW MONTH

DRAW ARROW (↓)
TO 1ST FOLLOWUP DATE.

DRAW ARROW (↓)
TO INTERVIEW DATE.

DRAW HORIZONTAL LINE ON ACTIVITY CHART FROM START/1ST FOLLOWUP DATE TO
END DATE OF JOB.

IF STILL WORKING ON THAT JOB, DRAW LINE TO DATE OF INTERVIEW.

DRAW SHORT VERTICAL LINES AT END OF EACH HORIZONTAL LINE AND RECORD DATES.

WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

DATE DATE

EXAMPLE: |-----EMPLOYER-----|

		1ST FOLLOWUP MONTH	MONTH	MONTH	MONTH	MONTH	MONTH	MONTH
JOBS, LASTING ONE WEEK OR LONGER								

175

741-177

CASE ID #: |__|__|__|__|__|

DATE INTERVIEW CONDUCTED: |__|__|__|
MONTH DAY YEAR

INTERVIEWER'S NAME: _____

ID #: _____

2ND FOLLOWUP
SUPPLEMENT BOOKLET

CONTAINS

- ADDITIONAL PARTICIPANT INTERVIEW, p. 1
- FOURTH THROUGH SIXTH JOBS SUPPLEMENT, p. 13
- FOURTH THROUGH SIXTH JOBS SUPPLEMENT FOR ADDITIONAL PARTICIPANT, p. 19
- EARNED INCOME FOR NON-PARTICIPANT HOUSEHOLD MEMBERS SUPPLEMENT, p. 25

ADDITIONAL PARTICIPANT INTERVIEW

SECTION B – LABOR FORCE ACTIVITIES

Hello, I'm (YOUR NAME) of Westat, a private research company. (IF PARTICIPANT ASKS ABOUT STUDY, READ EXPLANATION ON COVER PAGE OF MAIN QUESTIONNAIRE.)

Your part of the interview will only take a few minutes. My first questions are about your work experiences since (1ST FOLLOWUP DATE). In answering the questions, please include any full or part-time jobs which have lasted one week or more, including any self-employed jobs. Also include any work in a family business or farm whether paid or unpaid.

- FOLD OUT EMPLOYMENT CHART. BEFORE CONTINUING, WRITE IN NAMES OF MONTHS STARTING WITH MONTH OF FIRST FOLLOWUP AND ENDING WITH MONTH OF SECOND FOLLOWUP INTERVIEW. WRITE IN FIRST FOLLOWUP DATE AND INTERVIEW DATE. DRAW HORIZONTAL ARROW TO 1ST FOLLOWUP DATE AND TO INTERVIEW DATE.

B-1. INTERVIEWER CHECK ASSIGNMENT FOLDER: DID RESPONDENT HAVE A JOB RECORDED AT 1ST FOLLOWUP DATE?

YES 1
NO 2 (B-7)

B-2. When we interviewed you last (1ST FOLLOWUP DATE), you were working for (EMPLOYER NAME).

Are you still working there?

YES 1 (B-4)
NO 2

B-3. When did you leave that job?

- RECORD END DATE OF JOB ON EMPLOYMENT CHART.
 - DRAW HORIZONTAL LINE FROM 1ST FOLLOWUP DATE TO END DATE OF JOB.
 - DRAW SHORT VERTICAL LINES AT 1ST FOLLOWUP DATE AND END DATE OF JOB.
- } (B-5)

B-4. INTERVIEWER:

▪ DRAW HORIZONTAL LINE ON EMPLOYMENT CHART FROM 1ST FOLLOWUP DATE TO INTERVIEW DATE.
▪ DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.

B-5. What (is/was) the name of the company or employer you (work for/worked for then)?

- WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.



B-6. From (1ST FOLLOWUP DATE) until now, did you have any (other) paid jobs lasting for a week or more, either full-time or part-time? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1
NO 2 (B-10)

B-7. When did you begin working on (that job/the next job) you had?
B-8. When did you leave?
B-9. What (is/was) your employer's name?

- RECORD JOB ON EMPLOYMENT CHART BY DRAWING HORIZONTAL LINE FROM START DATE TO END DATE OR TO DATE OF INTERVIEW. BE SURE TO INCLUDE EMPLOYER'S NAME AND DRAW VERTICAL LINES AT BEGINNING AND ENDING DATES.
- IF PARTICIPANT WAS WORKING AT MORE THAN ONE JOB AT THE SAME TIME, DRAW AN ADDITIONAL LINE BENEATH AND PARALLEL TO THE FIRST, ON THE EMPLOYMENT CHART, SO THAT THE CHART SHOWS EVERY JOB WORKED DURING THE ENTIRE PERIOD.
- CONTINUE ASKING "Any other jobs during this period?" AND QUESTIONS B-7 - B-9 UNTIL THE RESPONSE TO THE QUESTION, "Any other jobs during this period?" IS "no."

B-10. INTERVIEWER CHECK: ARE ANY JOBS RECORDED ON EMPLOYMENT CHART?

YES 1
NO 2 (B-27, p. 10)

CURRENT OR MOST RECENT JOB:

0 1

- B-11. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE SUPPLEMENT BOOKLET, B-11, P. 12, IF MORE THAN 3 JOBS.
- IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?"
- ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT JOB IN THE SECOND COLUMN.
- RECORD EMPLOYER'S NAME(S) IN APPROPRIATE COLUMN IN B-12. ASK QUESTIONS B-12 - B-24 FOR EACH JOB BEFORE GOING TO NEXT.

FROM:

MONTH	DAY	YEAR

TO:

MONTH	DAY	YEAR

- B-12. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

- B-13. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-12) PROBE FOR WHETHER UNPAID.

YES	1	
NO	2	(B-19)
NO, UNPAID FAMILY MEMBER	3	(NEXT JOB OR B-25)

- B-14. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

--	--

HOURS PER WEEK

- B-15. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/1ST FOLLOWUP DATE) to (END DATE/ now)?

\$

--	--

 .

--	--

 PER HOUR

DON'T KNOW 9998

- B-16. (Do you/Did you) work any overtime hours on that job?

YES	1	
NO	2	(B-23)

- B-17. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

--	--

HOURS PER WEEK

SECOND MOST RECENT JOB:

0 2

FROM:
MONTH DAY YEARTO:
MONTH DAY YEAR

THIRD MOST RECENT JOB:

0 3

FROM:
MONTH DAY YEARTO:
MONTH DAY YEAR

EMPLOYER'S NAME

EMPLOYER'S NAME

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB)
OR B-25)
HOURS PER WEEK
HOURS PER WEEK\$. PER HOUR

DON'T KNOW 9998

\$. PER HOUR

DON'T KNOW 9998

YES 1
NO 2 (B-23)YES 1
NO 2 (B-23)
HOURS PER WEEK
HOURS PER WEEK

		CURRENT OR MOST RECENT JOB:		0	1
B-18.	How were you paid for overtime work?	STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) _____ _____			
B-19.	How often <i>(are you/were you)</i> paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) _____			
B-20.	Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <input type="text"/> DAYS PER WEEK (B-22) </div>			
B-21.	Altogether, what was the total amount you earned before deductions on that job between (START/1ST FOLLOWUP DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> TOTAL AMOUNT (NEXT JOB -OR B-25) </div>			
B-22.	Between (START/1ST FOLLOWUP DATE) and (END DATE/now), what <i>(is your/was your)</i> average pay per pay period before deductions, including average overtime pay?	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER PAY PERIOD </div>			
B-23.	<i>(Do you/Did you)</i> receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-25)			
B-24.	On average, how much <i>(do you/did you)</i> receive in tips and bonuses between (START/1ST FOLLOWUP DATE) and (END DATE/now)?	<div style="text-align: center;"> \$ <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 (NEXT JOB OR B-25) </div>			

SECOND MOST RECENT JOB:

0 2

STRAIGHT TIME 1 (B-24)
TIME AND ONE-HALF 2 (B-24)
DOUBLE TIME 3 (B-24)
OTHER: SPECIFY 4 (B-24)

THIRD MOST RECENT JOB:

0 3

STRAIGHT TIME 1 (B-24)
TIME AND ONE-HALF 2 (B-24)
DOUBLE TIME 3 (B-24)
OTHER: SPECIFY 4 (B-24)

END OF EACH DAY 01
ONCE A WEEK 02 (B-23)
ONCE EVERY TWO WEEKS 03 (B-23)
TWICE A MONTH 04 (B-23)
ONCE A MONTH 05 (B-23)
OTHER (SPECIFY) 06 (B-22)

END OF EACH DAY 01
ONCE A WEEK 02 (B-23)
ONCE EVERY TWO WEEKS 03 (B-23)
TWICE A MONTH 04 (B-23)
ONCE A MONTH 05 (B-23)
OTHER (SPECIFY) 06 (B-22)

DAYS PER WEEK (B-23)

DAYS PER WEEK (B-23)

\$,
TOTAL AMOUNT (NEXT JOB
OR B-32)

\$,
TOTAL AMOUNT (NEXT JOB
OR B-32)

\$,
PER PAY PERIOD

\$,
PER PAY PERIOD

YES 1
NO 2 (NEXT JOB
OR B-32)

YES 1
NO 2 (NEXT JOB
OR B-32)

\$, (NEXT JOB
OR B-32)
PER WEEK 1
PER MONTH 2
TOTAL AMOUNT 3

\$, (NEXT JOB
OR B-32)
PER WEEK 1
PER MONTH 2
TOTAL AMOUNT 3

B-25. Since (1ST FOLLOWUP DATE) did you receive any income from odd jobs or any other activities that we haven't already talked about?

- YES 1
- NO 2 (B-27)

B-26. Altogether, how much did you receive from odd jobs or any other activities since (1ST FOLLOWUP DATE)?

IF NECESSARY, PROBE FOR ESTIMATE.

\$ [] , [] [] []

DON'T KNOW 9998

B-27. Now I would like to ask you about last week. What were you doing most of last week; working, keeping house, going to school or something else?

- WORKING 1 (B-29)
- WITH A JOB BUT NOT AT WORK 2
- LOOKING FOR WORK 3
- KEEPING HOUSE 4
- GOING TO SCHOOL 5
- UNABLE TO WORK 6 (SECTION C)
- RETIRED 7
- OTHER, SPECIFY 8

B-28. Did you do any work at all last week, not counting work around the house?

- YES 1
- NO 2 (B-31)

B-29. How many hours did you work last week at all jobs?

[] []

HOURS

B-30. Altogether, what was the total amount you earned last week before deductions?

\$ [] [] [] . [] []

B-31. INTERVIEWER CHECK: IN B-27:

- ANSWER 1 OR 2 CIRCLED 1 (B-33)
- ANSWER 3 CIRCLED 2 (B-34)
- SOME OTHER ANSWER CIRCLED..... 3

B-32. Have you been looking for work during the past 4 weeks?

YES 1 (B-34)
NO 2

B-33. Now, between (1ST FOLLOWUP DATE) and now, did you spend any time looking for work?

YES 1
NO 2 (B-36)

B-34. Between (1ST FOLLOWUP DATE) and now, how many weeks did you look for work? (Your best estimate will be fine.) USING CALENDAR, COUNT # OF WEEKS FROM 1ST FOLLOWUP DATE AND SAY: Let's see. There were (# weeks) between (1ST FOLLOWUP DATE) and today.

NUMBER OF WEEKS

B-35. During those weeks when you looked for work, on average, how many hours per week did you spend looking for work? (Your best estimate will be fine.)

HOURS PER WEEK

B-36. These are all the questions I have for you. Thank you very much for your time and help.

:

 AM
TIME ENDED PM

FOURTH THROUGH SIXTH JOBS
SUPPLEMENT

FOURTH MOST RECENT JOB:

0

4

- B-11. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING FOURTH MOST RECENT JOB IN FIRST COLUMN, FIFTH MOST RECENT IN SECOND COLUMN, ETC.
- RECORD EMPLOYER'S NAME(S) IN APPROPRIATE COLUMN IN B-12. ASK QUESTIONS B-12 - B-24 FOR EACH JOB BEFORE GOING TO NEXT.

FROM:
MONTH DAY YEAR

TO:
MONTH DAY YEAR

- B-12. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

- B-13. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-12) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-25)

- B-14. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

- B-15. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/1ST FOLLOWUP DATE) to (END DATE/ now)?

\$. PER HOUR

DON'T KNOW 9998

- B-16. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-23)

- B-17. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

FIFTH MOST RECENT JOB:

0 5

FROM:
MONTH DAY YEARTO:
MONTH DAY YEAR

SIXTH MOST RECENT JOB:

0 6

FROM:
MONTH DAY YEARTO:
MONTH DAY YEAR

EMPLOYER'S NAME

EMPLOYER'S NAME

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)
HOURS PER WEEK
HOURS PER WEEK\$. PER HOUR

DON'T KNOW 9998

\$. PER HOUR

DON'T KNOW 9998

YES 1
NO 2 (B-23)YES 1
NO 2 (B-23)
HOURS PER WEEK
HOURS PER WEEK

	FOURTH MOST RECENT JOB:	0	4
B-18. How were you paid for overtime work?	STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) 		
B-19. How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) 		
B-20. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <input type="text"/> DAYS PER WEEK (B-22) </div>		
B-21. Altogether, what was the total amount you earned before deductions on that job between (START/1ST FOLLOWUP DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: right;"> \$ <input type="text"/><input type="text"/><input type="text"/> , <input type="text"/><input type="text"/><input type="text"/> TOTAL AMOUNT (NEXT JOB OR B-25) </div>		
B-22. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: right;"> \$ <input type="text"/><input type="text"/><input type="text"/> , <input type="text"/><input type="text"/><input type="text"/> PER PAY PERIOD </div>		
B-23. (Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-25)		
B-24. On average, how much (do you/did you) receive in tips and bonuses between (START/1ST FOLLOWUP DATE) and (END DATE/now)?	<div style="text-align: right;"> \$ <input type="text"/><input type="text"/><input type="text"/> , <input type="text"/><input type="text"/><input type="text"/> PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 (NEXT JOB OR B-25) </div>		

FIFTH MOST RECENT JOB:

0 5

STRAIGHT TIME 1 (B-23)
 TIME AND ONE-HALF 2 (B-23)
 DOUBLE TIME 3 (B-23)
 OTHER: SPECIFY 4 (B-23)

SIXTH MOST RECENT JOB:

0 6

STRAIGHT TIME 1 (B-23)
 TIME AND ONE-HALF 2 (B-23)
 DOUBLE TIME 3 (B-23)
 OTHER: SPECIFY 4 (B-23)

END OF EACH DAY 01
 ONCE A WEEK 02 (B-22)
 ONCE EVERY TWO WEEKS 03 (B-22)
 TWICE A MONTH 04 (B-22)
 ONCE A MONTH 05 (B-22)
 OTHER (SPECIFY) 06 (B-21)

END OF EACH DAY 01
 ONCE A WEEK 02 (B-22)
 ONCE EVERY TWO WEEKS 03 (B-22)
 TWICE A MONTH 04 (B-22)
 ONCE A MONTH 05 (B-22)
 OTHER (SPECIFY) 06 (B-21)

DAYS PER WEEK (B-22)

DAYS PER WEEK (B-22)

\$,
 TOTAL AMOUNT (NEXT JOB
 OR B-25)

\$,
 TOTAL AMOUNT (NEXT JOB
 OR B-25)

\$,
 PER PAY PERIOD

\$,
 PER PAY PERIOD

YES 1
 NO 2 (NEXT JOB
 OR B-25)

YES 1
 NO 2 (NEXT JOB
 OR B-25)

\$, (NEXT JOB
 OR B-25)
 PER WEEK 1
 PER MONTH 2
 TOTAL AMOUNT 3

\$, (NEXT JOB
 OR B-25)
 PER WEEK 1
 PER MONTH 2
 TOTAL AMOUNT 3

**FOURTH THROUGH SIXTH JOBS SUPPLEMENT
FOR ADDITIONAL PARTICIPANT**

FOURTH MOST RECENT JOB:

0 4

B-11. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING FOURTH MOST RECENT JOB IN FIRST COLUMN, FIFTH MOST RECENT IN SECOND COLUMN, ETC.

FROM:
MONTH DAY YEAR

TO:
MONTH DAY YEAR

■ RECORD EMPLOYER'S NAME(S) IN APPROPRIATE COLUMN IN B-12. ASK QUESTIONS B-12 - B-24 FOR EACH JOB BEFORE GOING TO NEXT.

B-12. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

B-13. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-12) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-25)

B-14. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

B-15. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/1ST FOLLOWUP DATE) to (END DATE/ now)?

\$. PER HOUR
DON'T KNOW 9998

B-16. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-23)

B-17. Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

FIFTH MOST RECENT JOB:

0 5

SIXTH MOST RECENT JOB:

0 6

FROM: _____
MONTH DAY YEARTO: _____
MONTH DAY YEARFROM: _____
MONTH DAY YEARTO: _____
MONTH DAY YEAR

EMPLOYER'S NAME

EMPLOYER'S NAME

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB
OR B-25)YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB)
OR B-25)_____
HOURS PER WEEK_____
HOURS PER WEEK

\$ _____ PER HOUR

DON'T KNOW 9998

\$ _____ PER HOUR

DON'T KNOW 9998

YES 1
NO 2 (B-23)YES 1
NO 2 (B-23)_____
HOURS PER WEEK_____
HOURS PER WEEK

		FOURTH MOST RECENT JOB:		0	4
B-18.	How were you paid for overtime work?	STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) _____ _____			
B-19.	How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) _____			
B-20.	Between (START/1ST FOLLOWUP DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <input type="text"/> DAYS PER WEEK (B-22) </div>			
B-21.	Altogether, what was the total amount you earned before deductions on that job between (START/1ST FOLLOWUP DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: right;"> \$ <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> TOTAL AMOUNT (NEXT JOB OR B-25) </div>			
B-22.	Between (START/1ST FOLLOWUP DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: right;"> \$ <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER PAY PERIOD </div>			
B-23.	(Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-25)			
B-24.	On average, how much (do you/did you) receive in tips and bonuses between (START/1ST FOLLOWUP DATE) and (END DATE/now)?	<div style="text-align: right;"> \$ <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3 </div>			

FIFTH MOST RECENT JOB:	0	5		SIXTH MOST RECENT JOB:	0	6	
STRAIGHT TIME 1 (B-23)				STRAIGHT TIME 1 (B-23)			
TIME AND ONE-HALF 2 (B-23)				TIME AND ONE-HALF 2 (B-23)			
DOUBLE TIME 3 (B-23)				DOUBLE TIME 3 (B-23)			
OTHER: SPECIFY 4 (B-23)				OTHER: SPECIFY 4 (B-23)			
<hr/>				<hr/>			
<hr/>				<hr/>			
END OF EACH DAY 01				END OF EACH DAY 01			
ONCE A WEEK 02 (B-22)				ONCE A WEEK 02 (B-22)			
ONCE EVERY TWO WEEKS 03 (B-22)				ONCE EVERY TWO WEEKS 03 (B-22)			
TWICE A MONTH 04 (B-22)				TWICE A MONTH 04 (B-22)			
ONCE A MONTH 05 (B-22)				ONCE A MONTH 05 (B-22)			
OTHER (SPECIFY) 06 (B-21)				OTHER (SPECIFY) 06 (B-21)			
<hr/>				<hr/>			
<div style="border: 1px solid black; width: 30px; height: 15px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)				<div style="border: 1px solid black; width: 30px; height: 15px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)			
\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> TOTAL AMOUNT (NEXT JOB OR B-25)				\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> TOTAL AMOUNT (NEXT JOB OR B-25)			
\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> PER PAY PERIOD				\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> PER PAY PERIOD			
YES 1				YES 1			
NO 2 (NEXT JOB OR B-25)				NO 2 (NEXT JOB OR B-25)			
\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3				\$ <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> , <div style="border: 1px solid black; width: 100px; height: 15px; display: inline-block;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3			

LEFT INTENTIONALLY BLANK

**EARNED INCOME FOR NON-PARTICIPANT
HOUSEHOLD MEMBERS**

SUPPLEMENT

C-17. My last few questions are about earned income from jobs received by the other people in your house

- TAKE OUT HOUSEHOLD ROSTER. LIST FIRST NAMES OF EACH PERSON 14 YEARS OF AGE OR OLDER WHO IS NOT A STUDY PARTICIPANT. ASK D17A-C FOR EACH PERSON. POINT OUT MONTHS ON CALENDAR.
- ASK A THROUGH C AS APPROPRIATE FOR EACH PERSON
- PRERECORD THE NAMES OF MONTHS, BEGINNING WITH THE MONTH BEFORE INTERVIEW MONTH IN THE FIRST COLUMN OF B-C, CONTINUING BACK THROUGH THE 1ST FOLLOWUP MONTH.

NAME DO NOT RECORD STUDY PARTICIPANT NAME(S)	A. Did (NAME) earn any money between (1ST DAY OF 1ST FOLLOWUP MONTH) and (END OF MONTH BEFORE INTERVIEW)	B. Did (NAME) earn any money in (MONTH)?	
		C. How much did (he/she) earn in (MONTH)?	
		MONTH	MONTH
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)
	YES 1 —> B NO 2 (NEXT PERSON or C-18)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)	B. YES 1 (C) NO 2 (B NEXT MONTH) C. _ . _ _ _ _ _ _ _ _ (B NEXT MONTH)

C-18. INTERVIEWER CHECK ASSIGNMENT FOLDER: IS THERE ANOTHER STUDY PARTICIPANT STILL IN HOUSEHOLD?

YES 1

NO 2 (C-20)

YES 1
NO 2 (C-20)

C-19. TAKE OUT ADDITIONAL PARTICIPANT INTERVIEW AND ASK TO SPEAK TO THE SECOND PARTICIPANT. RE-READ INTRODUCTION TO PARTICIPANT AND BEGIN INTERVIEW.

THERE CAN BE MORE THAN 2 STUDY PARTICIPANTS IN A HOUSEHOLD. EACH ONE MUST BE GIVEN AN ADDITIONAL PARTICIPANT INTERVIEW.

C-20. We would like to interview you again in about 4 months. In case you move, could you please give me the names and addresses of two relatives or friends who would know your new address or how to locate you? RECORD IN ASSIGNMENT FOLDER - A-13 AND A-14.

C-21. These are all the questions I have. Thank you very much for your time and help.

TIME INTERVIEW ENDED : AM 1
PM 2

ADDITIONAL PARTICIPANT
EMPLOYMENT CHART

RECORD NAMES OF MONTHS FROM 1ST FOLLOWUP INTERVIEW MONTH THROUGH THE CURRENT INTERVIEW MONTH

DRAW ARROW (↓)
TO 1ST FOLLOWUP DATE.

DRAW ARROW (↓)
TO INTERVIEW DATE.

DRAW HORIZONTAL LINE ON ACTIVITY CHART FROM START/1ST FOLLOWUP DATE TO
END DATE OF JOB.

IF STILL WORKING ON THAT JOB, DRAW LINE TO DATE OF INTERVIEW.

DRAW SHORT VERTICAL LINES AT END OF EACH HORIZONTAL LINE AND RECORD DATES.
WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE: DATE DATE
 |----- EMPLOYER -----|

		1ST FOLLOWUP MONTH	MONTH	MONTH	MONTH	MONTH	MONTH	MONTH
JOBS, LASTING ONE WEEK OR LONGER								

207

74-209

1ST FOLLOWUP DATE

Day:

1-7 = 1st week of BASELINE MONTH

8-14 = 2nd week of BASELINE MONTH

15-21 = 3rd week of BASELINE MONTH

22-30/31 = 4th week of BASELINE MONTH

1.	A.	NAME OF STUDY PARTICIPANT	EMPLOYER NAME
	B.	IF APPLICABLE, NAME OF ADDITIONAL STUDY PARTICIPANT IN HOUSEHOLD	EMPLOYER NAME
2.		ADDRESS - NUMBER AND STREET	APT. #
		TOWN	STATE ZIP CODE
3.		() PHONE NUMBER	

PRERECORDED NAMES AND ADDRESSES OF RELATIVES FOR TRACKING PURPOSES.

4.	FIRST NAME	LAST NAME	RELATIONSHIP TO PARTICIPANT
	STREET ADDRESS		APT. #
	CITY	STATE	ZIP CODE
	() HOME PHONE NUMBER	NAME PHONE # LISTED IN	
	() WORK PHONE NUMBER		
5.	FIRST NAME	LAST NAME	RELATIONSHIP TO PARTICIPANT
	STREET ADDRESS		APT. #
	CITY	STATE	ZIP CODE
	() HOME PHONE NUMBER	NAME PHONE # LISTED IN	
	() WORK PHONE NUMBER		

A-5. Now, besides those we just talked about, is there anyone else who lives here most of the time and shares the meals? Please include anyone who may be away temporarily such as on vacation, in a hospital or in the Armed Forces. Do not include roomers or boarders. PRINT NAMES BELOW ON ADDITIONAL HOUSEHOLD MEMBERS LIST - SKIP A-6.

YES 1
NO 2 (A-10)

A-6. Please give me the full names of the other people in your household. PRINT NAMES BELOW ON ADDITIONAL HOUSEHOLD MEMBERS LIST.

ADDITIONAL HOUSEHOLD MEMBERS LIST

FIRST NAME	MIDDLE INITIAL	LAST NAME	A-7. What is (NAME's) relationship to you?
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			

PRERECORDED INFORMATION - ONLY FOR IDENTIFICATION

C. Is (NAME) still living here? RECORD YES OR NO FOR EACH PERSON ON LIST	D. SEX	E. BIRTHDAY OR AGE LAST BIRTHDAY	F. SOCIAL SECURITY NUMBER- PARTICIPANTS ONLY
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			
YES 1 NO 2			

A-8. CODE SEX. IF NECESSARY CONFIRM SEX BY SAYING: And (NAME) is (male/female)?	A-9. What was (NAME's) age on (his/her) last birthday?
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>
MALE 1 FEMALE 2	<div></div>

A-10. INTERVIEWER CHECK: A-2 HAVE ANY ADDITIONAL STUDY PARTICIPANTS, PRERECORDED ON HOUSEHOLD ROSTER, LEFT HOUSEHOLD SINCE 1ST FOLLOWUP?	
YES	1
NO	2 (SECTION B, MAIN QUESTIONNAIRE)

A-11. TRACKING INFORMATION FOR STUDY PARTICIPANT:

- A. You said that (NAME) is not living in your household any more. Would you please give me (his/her) current address and phone number?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

- B. Did (NAME) change (his/her) name since (he/she) left?

If YES, NEW NAME: _____

- C. Would you be able to give us the name, address, and phone number of a close relative of (NAME) who may be helpful if we cannot reach (his/her) directly?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

A-12. TRACKING INFORMATION FOR STUDY PARTICIPANT

- A. You said that (NAME) is not living in your household any more. Would you please give me (his/her) current address and phone number?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

- B. Did (NAME) change (his/her) name since (he/she) left?

If YES, NEW NAME: _____

- C. Would you be able to give us the name, address, and phone number of a close relative of (NAME) who may be helpful if we cannot reach (his/her) directly?

STREET ADDRESS

CITY

STATE

ZIP CODE

()

PHONE NUMBER

INTERVIEWER: IF NAMES AND ADDRESSES THE SAME AS IN #4 AND #5, WRITE SAME IN MARGIN BELOW.

NAMES AND ADDRESSES OF RELATIVES OR FRIENDS FOR 3RD FOLLOWUP TRACKING.

A-13.

FIRST NAME	LAST NAME	RELATIONSHIP TO PARTICIPANT	
STREET ADDRESS		APT. #	
CITY		STATE	ZIP CODE
()	HOME PHONE NUMBER	NAME PHONE # LISTED IN	
()	WORK PHONE NUMBER		

A-14.

FIRST NAME	LAST NAME	RELATIONSHIP TO PARTICIPANT	
STREET ADDRESS		APT. #	
CITY		STATE	ZIP CODE
()	HOME PHONE NUMBER	NAME PHONE # LISTED IN	
()	WORK PHONE NUMBER		

Third Wave Followup Survey

OMB #:
Expires:

U.S. Department of Agriculture
Food and Nutrition Service

EVALUATION OF FOOD STAMP EMPLOYMENT AND TRAINING PROGRAM

THIRD FOLLOWUP INTERVIEW

INTRODUCTION:

Hello, I'm (YOUR NAME) of Westat, a private research company. May I speak to (PARTICIPANT NAME) please? We interviewed you last (1ST/2ND FOLLOWUP DATE) for a survey we're doing for the U.S. Department of Agriculture and we'd like to talk with you again.

This survey is being conducted to obtain information about people's experiences with the services provided by the Food Stamp Program. It is also concerned with people's work-related experiences and their efforts to find work.

While your participation in this study is voluntary, your help and cooperation will enable the Department of Agriculture to improve programs which assist people who receive food stamps.

Before we begin, I want to assure you that your answers and all information that would permit identification of you and your family will be kept confidential in accordance with the Privacy Act of 1974. Any government benefits you may receive will not be affected in any way by your participation in the interview.

CASE ID #: |__|__|__|__|__|

DATE INTERVIEW CONDUCTED: _____
MONTH DAY YEAR

INTERVIEWER'S NAME: _____ ID #: _____

TIME BEGAN: |__|__|:|__|__| AM
PM

START OF INTERVIEW:

To begin the interview, I would like to ask you a few questions about the people in your household.

OPEN ASSIGNMENT FOLDER AND ASK QUESTIONS IN SECTION A - HOUSEHOLD COMPOSITION.

SECTION B -- LABOR FORCE ACTIVITIES

The next questions are about your work experiences since (1ST FOLLOWUP/2ND FOLLOWUP DATE). In answering the questions, please include any full or part-time jobs which have lasted one week or more, including any self-employed jobs. Also include any work in a family business or farm whether paid or unpaid.

- CHECK ASSIGNMENT FOLDER TO SEE IF RESPONDENT WAS GIVEN 2ND FOLLOWUP INTERVIEW.
- FOLD OUT EMPLOYMENT CHART. BEFORE CONTINUING, WRITE IN NAMES OF MONTHS STARTING WITH MONTH OF PREVIOUS FOLLOWUP AND ENDING WITH MONTH OF THIRD FOLLOWUP INTERVIEW. WRITE IN PREVIOUS FOLLOWUP DATE AND INTERVIEW DATE. DRAW HORIZONTAL ARROW ON EMPLOYMENT CHART TO 1ST FOLLOWUP/2ND FOLLOWUP DATE AND TO INTERVIEW DATE.

B-1.	INTERVIEWER CHECK ASSIGNMENT FOLDER: DID RESPONDENT HAVE A JOB RECORDED AT 1ST FOLLOWUP/ 2ND FOLLOWUP DATE?		
		YES	1
		NO	2 (B-7)

B-2. When we interviewed you last (1ST FOLLOWUP/2ND FOLLOWUP DATE), you were working for (EMPLOYER NAME).

Are you still working there?

YES	1 (B-4)
NO	2

B-4. When did you leave that job?

- RECORD END DATE OF JOB ON EMPLOYMENT CHART.
- DRAW HORIZONTAL LINE FROM 1ST FOLLOWUP/2ND FOLLOWUP DATE TO END DATE OF JOB. (B-6)
- DRAW SHORT VERTICAL LINES AT 1ST FOLLOWUP/2ND FOLLOWUP DATE AND END DATE OF JOB.

B-4.	INTERVIEWER:	
	▪ DRAW HORIZONTAL LINE ON EMPLOYMENT CHART FROM 1ST FOLLOWUP/2ND FOLLOWUP DATE TO INTERVIEW DATE.	
	▪ DRAW SHORT VERTICAL LINES AT EACH END OF HORIZONTAL LINE.	

B-5. What (is/was) the name of the company or employer you (work for/worked for then)?

- WRITE EMPLOYER'S NAME ON HORIZONTAL LINE.

EXAMPLE: DATE DATE
 |----- EMPLOYER -----|

741-221

B-6. From (1ST FOLLOWUP/2ND FOLLOWUP DATE) until now, did you have any (other) paid jobs lasting for a week or more, either full-time or part-time? A SERIES OF JOBS WHICH LASTED A WEEK OR MORE THROUGH A SINGLE JOB CONTRACTOR SHOULD BE COUNTED AS ONE JOB. THIS ALSO APPLIES TO MIGRANT FARM WORKERS.

YES 1
NO 2 (B-10)

B-7. When did you begin working on (that job/the next job) you had?
B-8. When did you leave?
B-9. What (is/was) your employer's name?

- RECORD JOB ON EMPLOYMENT CHART BY DRAWING HORIZONTAL LINE FROM START DATE TO END DATE OR TO DATE OF INTERVIEW. BE SURE TO INCLUDE EMPLOYER'S NAME AND DRAW VERTICAL LINES AT AND BEGINNING AND ENDING DATES.
- IF PARTICIPANT WAS WORKING AT MORE THAN ONE JOB AT THE SAME TIME, DRAW AN ADDITIONAL LINE BENEATH AND PARALLEL TO THE FIRST, ON THE EMPLOYMENT CHART, SO THAT THE CHART SHOWS EVERY JOB WORKED DURING THE ENTIRE PERIOD.
- CONTINUE ASKING "Any other jobs during this period?" AND QUESTIONS B-7 - B-9 UNTIL THE RESPONSE TO THE QUESTION, "Any other jobs during this period?" IS "no."

B-10.	INTERVIEWER CHECK: ARE ANY JOBS RECORDED ON EMPLOYMENT CHART?
	YES 1
	NO 2 (B-27, p. 8)

CURRENT OR MOST RECENT JOB:

0

1

- B-11. ■ RECORD START AND END DATE FOR EACH JOB FROM EMPLOYMENT CHART PUTTING MOST RECENT JOB IN FIRST COLUMN, SECOND MOST RECENT IN SECOND COLUMN, ETC. USE SUPPLEMENT BOOKLET, B-11, IF MORE THAN 3 JOBS.
- IF TWO OR MORE CURRENT OR MOST RECENT JOBS, ASK: "On which of your (current/most recent) jobs (do/did) you work the most hours per week?"
- ENTER THE DATES FOR THAT JOB IN CURRENT OR MOST RECENT JOB COLUMN. IF EQUAL HOURS PER JOB, ENTER THE JOB HELD THE LONGEST IN CURRENT OR MOST RECENT JOB COLUMN. ENTER THE SECOND CURRENT JOB IN THE SECOND COLUMN.
- RECORD EMPLOYERS NAME(S) IN APPROPRIATE COLUMN IN B-12. ASK QUESTIONS B-12 - B-24 FOR EACH JOB BEFORE GOING TO NEXT.

B-12. Now I would like to ask you some questions about your job at (EMPLOYER):

EMPLOYER'S NAME

B-13. (Are you/Were you) paid by the hour on this job?
IF FAMILY OWNED BUSINESS OR FARM (B-12) PROBE FOR WHETHER UNPAID.

YES 1
NO 2 (B-19)
NO, UNPAID FAMILY MEMBER 3 (NEXT JOB OR B-25)

B-14. Between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/ now), on average, how many hours per week (do you/did you) work on this job, not counting overtime hours?

HOURS PER WEEK

B-15. What (is your/was your) usual hourly rate of pay before deductions, not including any overtime pay, during the period from (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) to (END DATE/now)?

\$ _____ . _____ PER HOUR
DON'T KNOW 9998

B-16. (Do you/Did you) work any overtime hours on that job?

YES 1
NO 2 (B-23)

B-17. Between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/ now), on average, how many hours of overtime (do you/did you) work per week on this job?

HOURS PER WEEK

		CURRENT OR MOST RECENT JOB:		0	1
B-18.	How were you paid for overtime work?	STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) _____ _____			
B-19.	How often (are you/were you) paid on this job?	END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) _____			
B-20.	Between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/now), on average, how many days per week (do you/did you) work on this job?	<div style="text-align: center;"> <input type="text"/> DAYS PER WEEK (B-22) </div>			
B-21.	Altogether, what was the total amount you earned before deductions on that job between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/now)? Please include any overtime pay and tips you received.	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> TOTAL AMOUNT (NEXT JOB OR B-25) </div>			
B-22.	Between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/now), what (is your/was your) average pay per pay period before deductions, including average overtime pay?	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER PAY PERIOD </div>			
B-23.	(Do you/Did you) receive any tips or bonuses on this job that you have not already told me about?	YES 1 NO 2 (NEXT JOB OR B-25)			
B-24.	On average, how much (do you/did you) receive in tips and bonuses between (START/1ST FOLLOWUP/2ND FOLLOWUP DATE) and (END DATE/now)?	<div style="text-align: center;"> \$ <input type="text"/> <input type="text"/> <input type="text"/> , <input type="text"/> <input type="text"/> <input type="text"/> PER WEEK 1 (NEXT JOB OR B-25) PER MONTH 2 TOTAL AMOUNT 3 </div>			

SECOND MOST RECENT JOB:	0	2	THIRD MOST RECENT JOB:	0	3
STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) 			STRAIGHT TIME 1 (B-23) TIME AND ONE-HALF 2 (B-23) DOUBLE TIME 3 (B-23) OTHER: SPECIFY 4 (B-23) 		
END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) 			END OF EACH DAY 01 ONCE A WEEK 02 (B-22) ONCE EVERY TWO WEEKS 03 (B-22) TWICE A MONTH 04 (B-22) ONCE A MONTH 05 (B-22) OTHER (SPECIFY) 06 (B-21) 		
<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)			<div style="border: 1px solid black; width: 30px; height: 20px; margin: 0 auto;"></div> DAYS PER WEEK (B-22)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>		
TOTAL AMOUNT (NEXT JOB OR B-25)			TOTAL AMOUNT (NEXT JOB OR B-25)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div>		
PER PAY PERIOD			PER PAY PERIOD		
YES 1 NO 2 (NEXT JOB OR B-25)			YES 1 NO 2 (NEXT JOB OR B-25)		
\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3			\$ <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> , <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> <div style="display: inline-block; border-bottom: 1px solid black; width: 20px;"></div> (NEXT JOB OR B-25) PER WEEK 1 PER MONTH 2 TOTAL AMOUNT 3		

B-25. Since (1ST FOLLOWUP/2ND FOLLOWUP DATE) did you receive any income from odd jobs or any other activities that we haven't already talked about?

- YES 1
- NO 2 (B-27)

B-26. Altogether, how much did you receive from odd jobs or any other activities since (1ST FOLLOWUP/2ND FOLLOWUP DATE)?

IF NECESSARY, PROBE FOR ESTIMATE.

\$,

DON'T KNOW 9998

B-27. Now I would like to ask you about last week. What were you doing most of last week; working, keeping house, going to school or something else?

- WORKING 1 (B-29)
- WITH A JOB BUT NOT AT WORK 2
- LOOKING FOR WORK 3
- KEEPING HOUSE 4
- GOING TO SCHOOL 5
- UNABLE TO WORK 6 (SECTION C)
- RETIRED 7
- OTHER, SPECIFY 8
- _____

B-28. Did you do any work at all last week, not counting work around the house?

- YES 1
- NO 2 (B-31)

B-29. How many hours did you work last week at all jobs?

HOURS

B-30. Altogether, what was the total amount you earned last week before deductions?

\$.

B-31. INTERVIEWER CHECK: IN B-27:

ANSWER 1 OR 2 CIRCLED 1 (B-33)

ANSWER 3 CIRCLED 2 (B-34)

SOME OTHER ANSWER CIRCLED..... 3

B-32. Have you been looking for work during the past 4 weeks?

YES 1 (B-34)
NO 2

B-33. Now, between (1ST FOLLOWUP/2ND FOLLOWUP DATE) and now, did you spend any time looking for work?

YES 1
NO 2 (SECTION C)

B-34. Between (1ST FOLLOWUP/2ND FOLLOWUP DATE) and now, how many weeks did you look for work? (Your best estimate will be fine.)
USING CALENDAR, COUNT # OF WEEKS FROM 1ST FOLLOWUP/2ND FOLLOWUP DATE AND SAY: Let's see. There were (# weeks)
between (1ST FOLLOWUP/2ND FOLLOWUP DATE) and today.

NUMBER OF WEEKS

B-35. During those weeks when you looked for work, on average, how many hours per week did you spend looking for work? (Your best estimate will be fine.)

HOURS PER WEEK

<p>A. Between (FIRST DAY OF 1ST FOLLOWUP/2ND FOLLOWUP MONTH) and (END OF MONTH BEFORE INTERVIEW MONTH) did you (or any member of your household) receive (INCOME)?</p>	<p>B. Did you (or anyone in your household) receive (INCOME) in (MONTH)?</p> <p>C. (Altogether), how much (INCOME) was received (by the household) in (MONTH)?</p>		
	<p>_____</p> <p>MONTH</p>	<p>_____</p> <p>MONTH</p>	<p>_____</p> <p>MONTH</p>
<p>C-9. Public Housing Assistance?</p> <p>C-9A. YES 1 (C-9B) NO 2 (C-10A)</p>	<p>C-9B. YES 1 (C-9C) NO 2 (C-9B NEXT MONTH)</p> <p>C-9C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-9B. YES 1 (C-9C) NO 2 (C-9B NEXT MONTH)</p> <p>C-9C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-9B. YES 1 (C-9C) NO 2 (C-9B NEXT MONTH)</p> <p>C-9C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>
<p>C-10. Any other sources of income or money except from jobs, for example, alimony or child support payments, gifts from relatives or friends?</p> <p>C-10A. YES 1 (C-10B) SPECIFY BELOW AND ASK B-C FOR EACH INCOME ITEM LISTED. NO 2 (C-11)</p> <p>a. _____</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>
<p>b. _____</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>
<p>c. _____</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>	<p>C-10B. YES 1 (C-10C) NO 2 (C-10B NEXT MONTH)</p> <p>C-10C. _ _ _ _ _ _ _ _ _ _ (C-10B NEXT MONTH)</p>

C-11. Do you have a Medicaid Card (welfare medical card)?

YES 1
NO 2

C-12. INTERVIEWER CHECK: IS PARTICIPANT ONLY PERSON IN HOUSEHOLD?

YES 1 (C-15)
NO 2

C-13. Does anyone else who lives in your household have a Medicaid Card (welfare medical card)?

YES 1
NO 2

C-14. Who else has a card?

RECORD FIRST NAMES. IF CHILD'S NAME IS ON A PARENT'S CARD, RECORD NAME OF BOTH PARENT AND CHILD.

C-15. Do you live in Public Housing?

YES 1
NO 2

C-16. INTERVIEWER CHECK HOUSEHOLD ROSTER: ARE THERE ANY PERSONS 14 OR OVER IN HOUSEHOLD WHO ARE NOT STUDY PARTICIPANTS?

YES 1
NO 2 (C-18)

C-18. INTERVIEWER CHECK ASSIGNMENT FOLDER: IS THERE ANOTHER STUDY PARTICIPANT STILL IN HOUSEHOLD?

YES 1
NO 2 (C-20)

C-19. TAKE OUT ADDITIONAL PARTICIPANT INTERVIEW AND ASK TO SPEAK TO THE SECOND PARTICIPANT. RE-READ INTRODUCTION TO PARTICIPANT AND BEGIN INTERVIEW.

THERE CAN BE MORE THAN 2 STUDY PARTICIPANTS IN A HOUSEHOLD. EACH ONE MUST BE GIVEN AN ADDITIONAL PARTICIPANT INTERVIEW.

C-20. We would like to interview you again in about 4 months. In case you move, could you please give me the names and addresses of two relatives or friends who would know your new address or how to locate you? RECORD IN ASSIGNMENT FOLDER - A-13 AND A-14.

C-21. These are all the questions I have. Thank you very much for your time and help.

TIME INTERVIEW ENDED

:

AM 1
PM 2

